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# IMPROVING STATE PLANNING IN MARYLAND

GREEN, CHAIRMAN  
A REPORT

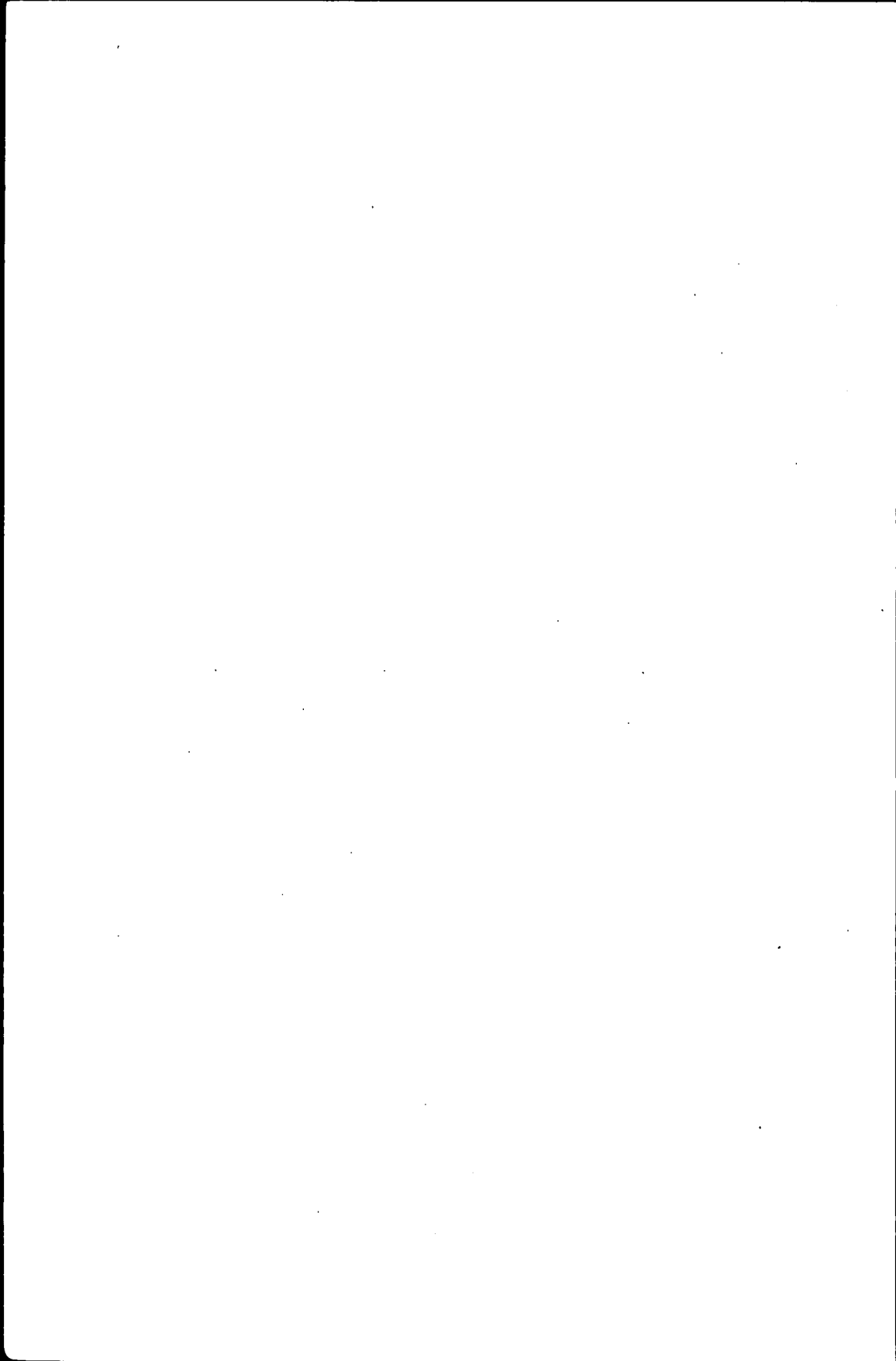


BY

THE COMMISSION ON STATE PROGRAMS,  
ORGANIZATION AND FINANCE

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NOVEMBER 1956



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## INTRODUCTION

In this era of vast economic development and its demands on all our resources, a government's responsibility for providing foresight for its people is of utmost importance. Day-to-day administration of its affairs without consideration of future needs and their solutions is as undesirable in government as it is in industry or the home. This foresight, which we call planning, is an essential element of the science of administration, whether it be for private or public enterprises.

In the last fifteen years Maryland has experienced an influx of new industry and a sharp rise in population. In most respects its growth can be said to be abnormal. Current federal and state statistics show that the total state population has risen from 1,821,244 in 1940 to approximately 2,669,000 in 1955. This represents an approximate increase of 847,750 or 46.5%!

Largely responsible for the growth in population is the high birth rate which has been increasing annually since the end of World War II almost without exception. In 1955 there were a total of 69,205 resident live births in the State, which vividly reflects the sharp rise, when compared to the 32,368 births recorded in 1940. Conservative estimates by one of the State agencies affected by the increase, the Department of Education, indicate an enrollment of 562,000 pupils in the first twelve grades by 1960. The scope of the problem facing that Department can well be appreciated when it is considered that the present enrollment in those grades is 436,682 with crowded classrooms and a scarcity of teachers.

Concurrent with the rise in the State's population have been shifts of large numbers of residents from the cities to what are known as "metropolitan areas". Federal census figures for the period from 1940 to 1950 show that Anne Arundel County experienced an increase in population of 71.7%; Baltimore County — 73.4%; Montgomery County — 95.9% and Prince George's County 117%! These counties border

the Cities of Baltimore and Washington. Their experiences in recent years are examples of the perplexing governmental problems posed to the State and its subdivisions by a rapidly increasing and moving population.

New residents require new roads, water and sewer services, schools, institutions and other public works, as well as an expansion in regulatory and law enforcement services. Expansion of these services means an increase in government expenditures and in the problems of financing such expenditures.

Some of the State's problems occasioned by its vast growth were foreseen and provision made for their alleviation. Others were not or could not have been anticipated. All are now within the realm of our experience.

The question now arises as to what courses of action shall the State pursue. Its economy is still expanding, its people are demanding more and better services and, in general, the problems of government promise to multiply rather than diminish.

The answer to, "Where do we go from here?" is not within the province of this Report. That is left to the officers of the State who have been duly selected by the people of Maryland to provide such answers. However, the machinery for arriving at the answers is within the scope of this Commission's activities. Empowered by the Governor to review the programs, organization and finance of the State, it is most fitting that, as one of its first studies, the Commission should examine planning at the state level and determine how Maryland is organized to provide planning services. Need and importance usually dictate priority and ascertaining and improving the ability of Maryland to plan for the future in this period of exciting growth is paramount.

### OBJECTIVES

It is our desire to present in this report:

1. A summary of the legal and practical requirements for planning services at the state level.
2. A survey of the actual services being rendered by the various departments and the State Planning Commission.
3. A critique of the present ability of the State to render effective planning services judged by our investigation into current thought and the practices of other states.
4. Recommendations to improve the planning process at the state level.

### SCOPE AND METHOD

Prior to the writing of this report the Commission and its professional staff carried out research into all aspects of planning at the state level. This consisted of a review of the Maryland statutes pertaining to planning, interviews with department heads, sampling the views of various planning experts and compilation and scrutiny of current practices. The scope of the study, therefore, may be described as a reasonably comprehensive review of the state planning process in Maryland.

For a method, we chose the accepted practice of finding the facts, analyzing the facts against a background of the best knowledge obtainable and arriving at conclusions which can be placed into practice. These conclusions represent a synthesis of the thinking of the various members of this Commission.

### ACKNOWLEDGMENTS

The Commission is indebted to recent research done by the Council of State Governments on the planning process in the States and to the National Municipal League for its *Model*

*State and Regional Planning Law* and accompanying report. The Commission has had the benefit of the views of various State officials and planning specialists. The views of Mr. Harold V. Miller, Executive Director of the Tennessee State Planning Commission and of Dr. Abel Wolman of Johns Hopkins University, a former chairman of the Maryland State Planning Commission, were especially helpful. Professional staff services were provided by John A. Donaho and Associates, Inc., Management Consultants of Baltimore.

PART I  
CURRENT STATE PLANNING IN MARYLAND

*Statutory Provisions*

A survey of the General Laws revealed that there is substantial statutory authority for planning at the state level. A Summary of the Statutory Provisions is attached as Exhibit A to this report. This shows that nearly all of the major agencies are required to perform planning functions. Among those which have functions of major significance are the Department of Budget & Procurement, the Fiscal Research Bureau of the Department of Legislative Reference, the Board of Revenue Estimates, the Civil Defense Agency, the Department of Health, the Department of Mental Hygiene, the various departments and commissions coordinated by the Board of Natural Resources, the Board of Agriculture, the Board of Education, the Department of Public Improvements, the Department of Public Welfare, the State Roads Commission, and the State Planning Commission.

Budget and Procurement, Planning, Fiscal Research and Revenue Estimates, as staff agencies, are required in general to collect and furnish information applicable to planning by the line departments and, in the instances of the Budget Bureau and the Planning Commission, review the capital improvement project requests for submission of an annual Capital Improvement Program.

The statutory provisions applicable to the other agencies mentioned above require them, in general, to recommend courses of action pertaining to their functional fields.

At this point it would be appropriate to briefly summarize the legal authority of the State Planning Commission.

The Commission is composed of nine (9) members appointed by the Governor as follows:

- (1) One member of the State Roads Commission or its Chief Engineer,

- (2) One member of the State Board of Health or the Director of Health,
- (3) One member of the State Board of Public Welfare or the Director of Public Welfare,
- (4) The Chairman of the Legislative Council (ex officio),
- (5) The Chief Engineer of the State of Maryland (ex officio),
- (6) One member from Western Maryland,
- (7) One member from Southern Maryland,
- (8) One member from Central Maryland (includes Baltimore City),
- (9) One member from the Eastern Shore.

The four members representing geographic areas serve staggered four year terms. All members serve without compensation and the Governor designates the Chairman of the Commission.

The Commission is authorized to employ such persons as it deems necessary to perform its duties within the funds budgeted. Although the statutes pertaining to the Planning Commission do not provide for a Director, Article 64A, Section 7 of the 1951 Annotated Code specifically provides that the Director of the State Planning Commission shall be included in the Classified Service of the State. This, in effect, provides statutory authority for such a position with full Merit System protection. Section 7 also states that the Director's salary shall not be decreased as a result of the position's inclusion in the Classified Service.

So constituted, the Maryland organization for state planning services provides for plural direction with a permanent staff director who, in practice, renders technical aid, manages the office affairs and insures continuity of service as the Commission members change.

The law provides ample power and duties for the Commission to render planning services. In general, it is required to prepare or coordinate plans for the physical development of the State insofar as such development may be directed or influenced by a state agency. Specifically it is required to:

- (1) Prepare and adopt plans for complete systems of State or regional highways, expressways, parkways, parks, water supply, forest reservations, airways and air terminals.
- (2) Advise with the various state and local authorities with a view toward coordinating all physical development, from whatever source, which is related to state activities.
- (3) Make surveys of rural land utilization to determine suitable areas for field crops, reforestation, watershed, protection, recreation, summer residence and urban expansion.
- (4) Draft for submission to the General Assembly regulations affecting the use and development of property in the interest of orderly and coordinated development, of preserving the integrity of officially approved plans, of conserving the natural resources of the State.
- (5) Collect and publish information relating to state welfare problems and make recommendations to the General Assembly concerning same.
- (6) Prepare and submit to the General Assembly for adoption plans for a system of existing and proposed state highways and parkways, with regulations to promote an appropriate orderly and coordinated development of lands adjacent to such highways and parkways.
- (7) Develop and maintain a long-term development program of major state improvement projects. In conjunction with this the various state agencies are required to submit their proposals to the Commission prior to July 1st each year. The Commission is re-

quired to coordinate the proposals with the general plan and submit them to the Director of the Budget prior to September 15 each year. The plans and proposals must also be included in the Commission's annual report to the Governor and the General Assembly.

- (8) Prepare and make maps and chart presentations in connection with its functions.
- (9) Compile and make available an inventory of current research being conducted by state agencies.
- (10) Expend any funds coming into its hands for the performance of its functions including Federal Government funds.

In addition, the Commission is empowered to:

- (1) Require all public officials under jurisdiction of the State to submit information upon request.
- (2) Enter upon any land in the State to make examinations or surveys.
- (3) Review and make recommendations on all requests by state agencies regarding plans for major public improvements or changes in the use of State-owned real property.
- (4) Perform such acts as necessary to fulfill its functions, promote state planning and carry out the provisions of law.

#### *The Actual Situation*

To those who have had some experience in government or are more than casually acquainted with governmental affairs, it is known that often what the law requires is not always followed in practice. Legislators generally write into law the desirable, but we must rely on administrators to attain it. However, the availability of funds, the personalities of public



officials, the reaction of those governed and the ever-changing affairs of state exercise vast influence on the attainment of desired ends. Laws are made and executed by men and it would be idealistic indeed to assume that what is written into law describes the actual practice.

We, as a committee of citizens representing various interests and backgrounds, subject to the deficiencies which ordinarily accompany value judgments and to the limitations of time which we have imposed upon ourselves, offer the following as our estimate of what is actually occurring at the state level in respect to planning.

#### *Intradepartmental Planning*

The study of the state planning process should begin with the individual departments. Broad and general policy may be transmitted by the Chief Executive or instructions may come from the Legislature by means of law but the plans for carrying out such policies and instructions usually originate in the departments. The officials are expected to know the intricacies and complexities of their fields and to be able to fill in the details and the methods of arriving at objectives. Many times they will be first to discover the need for a plan to meet a particular problem and prepare and submit it to the Chief Executive for approval. The departments are the custodians of delegated powers and as such they are the repositories of information related to their particular functions from which suggestions and recommendations on performing those functions must come.

To scrutinize all the state agencies in Maryland and their planning functions was not feasible, since there are over a hundred agencies of which a small number have major planning functions. Therefore, we have based our findings on those principal staff and line agencies which have such functions. These are the State Planning Commission, the Department of Budget and Procurement, the Commissioner of Personnel, the Fiscal Research Bureau and the Bureau of Reve-

nue Estimates among the staff agencies and the Department of Public Improvements, the Department of Health, the Department of Mental Hygiene, the Board of Natural Resources, the Department of Education, the Department of Public Welfare and the State Roads Commission among the line departments. Certainly, other agencies could have been included but we feel that, for the purposes of this study, the above are a fair representation of major agencies concerned with state plans and programs.

Specifically, it was our objective to determine within these agencies the following information:

1. How do department heads interpret their agencies' responsibilities for planning?
2. Is there any *coordinated* planning being done by these agencies and to what extent?
3. Are the agencies utilizing the services of the Planning Commission and, if not, why?
4. Are the agencies preparing plans and, if so, what are they?
5. In conjunction with Question 4, is there any follow-up on current plans?
6. Would a master plan for the State be beneficial?
7. What can be done to improve state planning?

Before presenting the results of our survey of intra-departmental planning, a word of caution is necessary. The information obtained is based on what is actually occurring at this time and does not necessarily represent what the agencies were doing in the past. Also, we did not, at the time of the investigation, define what we meant by state planning. This will be defined later in this Report. Rather than do so, we relied on the department heads' interpretations as responsible administrators to tell us what they conceived to be their plan-

ning functions and how they were performing them. This, we thought to be more objective, since to set our own standards and then tell the department heads what they should be doing would have prejudged the case.

### *1. The Responsibility of Management*

Most department heads view planning as inherent in the management of their agencies but few can be said to be implementing this viewpoint. We found that many believed that plans should be conceived and initiated by the operating agencies and coordinated by a staff agency such as the Planning Commission. Most of the department heads resented the idea of another agency actually taking part in the preparation of plans by their agencies but could not show how they were discharging this responsibility. In this respect we conclude that the department heads readily conceive of planning as one of their major functions; oppose any diminution of the departmental role in planning, but cannot show successful accomplishment of planning by their agencies.

### *2. Coordination of Plans*

Coordinated planning is another name for interdepartmental planning to which another section of this report is devoted. However, at this point it seems pertinent to present the views of the various department heads on this subject.

Most of the department heads feel that there is little coordinated planning being undertaken or accomplished by the State except in the preparation of the Capital Improvement Program. Even this program, they believe, does not represent a coordinated long-range plan inasmuch as it does not include the vital roads program and is limited in its projection of future fiscal requirements. By coordinated planning we do not necessarily mean a central staff agency to which all departmental plans are referred. This would be a restrictive definition as there is a necessary step which should be taken by a department before it presents its plan or program to an agency such as the State Planning Commission. This should

be to first ascertain whether the plan will involve other government agencies and, if so, secure their coordination. A good example of this was found in our investigation. At the suggestion of the Department of Health, representatives of that Department and the Departments of Mental Hygiene, Welfare, and Education have formed a committee to study the impact of the new tranquilizing drugs on the mental health problem. If countless mental health patients are released due to the effect of such drugs, all of these agencies will be affected. It is conceivable that these patients, upon returning to their families, will still need some type of home treatment and rehabilitation. The population of certain mental health institutions may be decreased. Some families may require financial assistance. Therefore, these agencies could make a definite contribution to the health and welfare of the State through a coordinated program for meeting this impending problem.

We would like to see more actions such as this but, unfortunately, there is a paucity of such examples. In the field of planning, the State agencies tend to work quite independently. There is reluctance on the part of department heads to have another agency review their programs. Lastly, there are few plans on paper which can be coordinated. Generally the tendency is to wait until the situation becomes urgent and then gear all resources to "put out the fire" rather than to anticipate and plan for its alleviation.

### 3. *Utilization of the Planning Commission*

None of the agencies surveyed have close relations with the Planning Commission, aside from submitting their capital requests. Consulting the Commission on proposed plans to carry out their functions seems to be the exception rather than the rule. For example:

- (a) The multi-million dollar Twelve Year Roads Program was developed by an *ad hoc* advisory committee, dealing directly with the Governor, thereby by-passing the Planning Commission.

- (b) The Ten-Year Education Program was developed and is maintained exclusively by the Department of Education with the Planning Commission's role confined to yearly review of the capital requests. The non-capital programs, aside from budgetary review, are almost totally conceived, prepared and publicly announced first, even before being submitted to the Governor, by the Department of Education with no reference to the Planning Commission at all. In planning, the Department uses its own population forecasts which is a duplicate function also being performed by the Planning Commission and the Health Department's Bureau of Vital Statistics. The function is assigned the Department of Education by Article 77, Section 43, of the 1951 Annotated Code, which requires the Superintendent of Education to direct the taking of a biennial school census. Likewise, in programming, the Department is authorized by law to act independently of the Governor.
- (c) Health, Mental Hygiene and Welfare have few relations with the Planning Commission aside from submitting their capital requests. The Two-Year Operational Plan of the Health Department was developed solely by that agency.
- (d) Budget and Procurement, the Fiscal Research Bureau, Personnel and the agencies coordinated by the Board of Natural Resources have little, if any, relations with the Planning Commission aside from the Capital Improvement Program. The Planning Commission has made numerous studies of the State's natural resources. However, the preparation of plans affecting the development and conservation of resources by the natural resources agencies is done internally and any procedure involving their submission to the Planning Commission for its coordination and recommendations is non-existent.

From the results of interviews and from our investigation, it seems quite clear that the various agencies seldom use the services of the Planning Commission except for the submission of their capital requests. The second part of Question 3 then applies — Why Not?

- (a) A close working relationship between the departments and the Planning Commission is lacking. No staff agency such as the Commission can function effectively if the operating departments do not look to it for service. This is a two-way proposition. The staff agency should make its services readily available and respect the axiom that it is a service agency and that ultimate responsibility lies with the department head. The department heads, on their part, have to temper their independence with the knowledge that a staff agency can offer valuable technical services and, in what should be its advisory position to the Chief Executive, can render broad judgments unprejudiced by departmental interests. In our study we found, for reasons listed below, that the departments neither look to the Planning Commission for staff service, nor could the Commission render effective service if called upon to do so.
- (b) It was our impression that the department heads do not look upon the Planning Commission as the effective spokesman of the Governor with respect to planning. They are hesitant, therefore, to coordinate their plans with the Commission and prefer to deal directly with the Governor or with the General Assembly. Without condoning such a practice, it is presently understandable. The reasons the Commission is not functioning as an effective staff arm of the Governor will be summarized in our examination of interdepartmental planning, where we deal more fully with the staffing and actual practices of the Planning Commission.

- (c) Most department heads feel that assigning certain departmental personnel (Roads, Health, Welfare and Public Improvement), to the exclusion of others, to serve as ex officio members of the Commission deprives it of objectivity.
- (d) Some department heads, including the Commission Chairman and the Director of Planning, feel that the Planning Commission is not staffed to render assistance to departmental planning. This point will be more clearly established in our report on interdepartmental planning wherein we review the ability of the Commission to perform such a function.

#### 4. *Present Agency Planning*

One major objective of our inquiry was to determine whether there is any internal planning being performed by the various state agencies and of what it consists. Here, another major deficiency in the State Planning process exists.

It seems to be the tendency of the departments to consider the preparation and submittal of capital improvement requests as the sum total of their planning functions. This is only part of the process. However, it should be apparent that planning has to be considered on a much broader basis. Planning cannot be a year-to-year proposition when an organization of the size and importance of the State is concerned. Neither does planning always represent additions to capital assets. A plan to raise the salary level of certain state employees; or to teach driving safety in the public schools; or to instruct farmers on soil conservation does not require any capital improvements. Yet, each may ultimately improve the health and welfare of the state and is ambitious enough to warrant thorough study prior to its submission. Only a few agencies are actually programming future operations, which consists of anticipating problems beyond the next fiscal year and developing action programs to meet them. Along with developing the programs, their estimated cost over a period of years should also be estimated effectively. At some stage

of the process, the plan should be reduced to writing. In examining departmental planning we searched for these written plans.

The State Roads Commission has its much publicized Twelve Year Roads Program, which is a long-range comprehensive plan involving recommendations developed after a long-term study of future needs. It was prepared primarily by the State Highway Advisory Council, which was established solely for the purpose of developing the program. In this respect it can hardly be said to be a plan of the Roads Commission. Our conception of a well managed organization is not one which requires the establishment of temporary agencies to solve its problems. This was noted in our previous report entitled, *Improving Road Administration in Maryland*, which was submitted to the Governor November 15, 1955 in which we said:

"The administrative responsibilities of the present Roads Commission have prevented it from developing its policy making role. Additional and temporary devices such as the State Highway Advisory Council and other consultants were required to fill the gap. The very transitory nature of the devices adopted as aids to policy making has accentuated the lack of continuity in policy planning. Moreover, the use of temporary devices to cover pressing situations blurred the need for policy planning."

Not only is the Roads Program the adopted child of that Commission but, it was born without the assistance of the State Planning Commission. To this day it remains outside the scope of the state planning agency which severely restricts the effectiveness of that agency. It is a program independent of the normal processes of the State except for budgetary control and illustrates how the State planning process has broken down both within and between the various departments. Modifications and changes occur necessarily during the course of a twelve year program. Consequently, progress needs to be constantly studied with a view to modification before necessity requires unplanned for changes. Outside impacts, such as the Federal Highway Program, should be antici-



pated, so that the blow may be lessened and advantage taken of favorable aspects.

Similar to the Roads Program in some respects is the ten year program of the Department of Education. It is quite apparent that the Department is now facing one of the most serious problems in the modern history of the State — that of providing classrooms, teachers and other services for a school population which is rising at an astronomical rate. *The Report of the Maryland Conference on Education* in June of 1955 indicates that 1,000 classrooms will be needed annually until at least 1960 for new pupils alone. It is no wonder that the need for planning has been amply demonstrated to the Department. Nor has the Department declined the challenge. We found that it has attempted to place "its house in order" in these trying times. Future problems have not been overlooked in the face of crisis. Although the Ten Year Program is not as well documented as we would have it, the Department can show where it was ten years ago and where it expects to be ten years hence in respect to providing educational services on a state-wide basis. The Superintendent and his staff can readily show what they are doing and intend to do to meet each problem. There is also adequate channeling of information so that internally the program is well coordinated. But, and this we view as important, where else are the plans coordinated? Here we have a similarity with the Roads Program.

The Planning Commission has few experiences with educational planning at the present time and this type of planning in the present crisis is certainly as important as the Roads Program which also by-passes that agency. The Planning Commission does review the Department's capital requests. But, aside from budgetary control, the Department operates quite independently of the staff agencies in the State. Certainly the Planning Commission's influence on the Department is negligible.

In the Department of Health we found a fine example of internal planning but of short range significance. Each bureau

of the department has anticipated its operations and has made recommendations in detail to the Director of Health for the next two years. These have been correlated and compiled in what is known as the Department's Two-Year Operational Plan. The Plan is made available to all administrative heads of the Department and serves as one means of giving general direction to gearing the Department's resources to meet approaching problems. The Department also took the initiative in anticipating mutual problems with the Departments of Mental Hygiene, Education and Welfare that may be caused by the use of tranquilizing drugs in the State's mental institutions. Although no plan of action had been developed at the time of our inquiry, the departments were working on a co-ordinated program.

As for the other departments surveyed their present planning functions can be said to be negligible. The Department of Mental Hygiene is engaging in studies concerning recent and future consolidation of its farms and its dietary and dormitory services for patients. It is also studying trends in future hospital populations but none of these studies have reached the planning stage. Budget and Procurement, Revenue Estimates, Fiscal Research, Planning and Public Improvements, as staff agencies which would normally be concerned with State planning, lack central direction to undertake long-range planning. Budget and Procurement, Planning and Public Improvements do coordinate the Capital Improvement Program between them but, as we have already pointed out, this can hardly be termed a long-range plan.

In the field of Natural Resources we were particularly disturbed by the absence of coordinated long-range programs. The very essence of the State's concern with its resources is planning for their conservation and development. The objective of creating a Board of Natural Resources in 1941 was to correlate the work of the various departments in this field to develop a concentrated program. In 1946 the Board published a *Six Year Conservation Program* for the State which recognized the serious situations which had developed in such

"bread and butter" resources such as oysters, fish, water and forests and recommended the initial programs to meet them. As evidenced in the Board's annual reports the various departments under its jurisdiction are planning conservation programs. But, we cannot find any evidence of a continuation of the comprehensive type of planning presented in the 1946 Conservation Program. The Planning Commission is also quite naturally concerned with our natural resources but there is little evidence of joint effort between it and the Board.

In summation, current agency planning seems to be in need of some central stimulation and agreement on objectives. Plans are being prepared but they range from the most comprehensive to the most sparse and generally reflect the independent nature of many of the departments.

#### 5. *Follow-up in Present Agency Planning*

An important phase of the planning process is the "follow-up" or, insuring that the plan is carried out by periodic appraisals of its progress. Since there are few plans on paper among the state agencies at the present time, it follows that there is relatively little follow-up in the State planning process. Exceptions are in the State Roads Commission and the Department of Education. These agencies have been able to ascertain their progress toward desired goals and have reported it in special public reports. Aside from these two agencies the process is loosely conducted and not formalized. It cannot be said of the remaining agencies, with the possible exception of the Health Department, that they can show at this time what goals they desire to achieve over a period of years and where they stand in respect to these goals in all their operations. Answers to such questions are frequently prepared and submitted when called for by the Governor or Legislative Council. But most of the requests concern a particular program which may be singled out for Executive or Legislative scrutiny. Seldom is the Planning Commission utilized by the Governor or Legislature in the follow-up

process. This can be attributed to the fact that the Commission is rarely consulted on departmental plans, aside from capital improvements, during the preparation of such plans and would be at a great disadvantage if called upon to appraise them.

#### 6. *The Question of a Master Plan*

In our preliminary thinking on the state planning process, we gave consideration to the idea of recommending the development of a Master Plan for the State. Such a plan would be similar to the many master plans developed by cities throughout the nation, but on a greater scale. It would not only include the physical layout of the State but would include the plans of all departments to render future services. It can easily be seen that it would be an expensive and monumental task.

Before arriving at a conclusion, we consulted with the department heads on the merits of such a proposal. The reaction was neither strongly in favor nor in opposition. Some thought that it would be an improvement, since there is little coordinated planning now being undertaken. However, these officials were reluctant to endorse the idea of hiring planning specialists to devise such a Plan. Some wondered whether a Master Plan is feasible at the state level due to rapid changes in the economy. All thought that the various agencies should contribute plans which could be brought together in what could be termed an overall coordinated plan for the state.

We agree with the consensus that the State should have a coordinated long-range plan but not necessarily a comprehensive Master Plan based upon a major economic study. The Plan should be the sum total of the various agency plans, coordinated by a staff agency charged with state planning functions and presented by that agency to the Governor.

## 7. *Improving the State Planning Process*

One of the questions asked in our inquiry was how the department heads would improve the state planning process. As daily practioners they generally seemed to sense the inadequacy of the process as it now stands. Their major recommendations listed below confirm this and reveal some of the most glaring needs:

- (a) All of the department heads interviewed consider it a mistake to have agencies represented on the Planning Commission.
- (b) Most of them believe that the Commission should be an advisory body without any directive powers.
- (c) Another general suggestion was that the major agencies should have full-time planners on their staffs to work along with the state planning agency in developing the departmental plans.
- (d) All of the department heads believe that the process could be greatly strengthened by bringing it closer to the Governor. Some suggested that this could be accomplished by making the state planning agency a part of the Governor's Executive Office with a planning director reporting directly to the Governor.
- (e) Another suggestion which was worthy of consideration was to utilize functional specialists on the staff of the planning agency similar to the State Budget Bureau's analysts. In this way each of the planning specialists would be responsible for coordinating the plans of certain agencies, thereby becoming specialized in the problems of those agencies.
- (f) An alternative proposal to the preceding one was to assign program planners to the various departments and have the planning agency's staff composed of broad generalists.

To comment on these suggestions may be premature at this point. Suffice it to say that they represent, in our opinion,

some good thinking on the part of the department heads and certainly point out weaknesses in the present system which are apparent to those affected most.

We believe our survey of intradepartmental planning to be a fair representation of what is actually occurring within the agencies. It is the "grass roots" of state planning in Maryland and of vital importance to our analysis. Our proposals must be tailored to meet the practicalities of departmental planning. The expression of agency views is, therefore, fundamental to an evaluation of proposed recommendations. The operating agencies are, or should be, affected most by any proposals adopted. They are closer to the planning process and best able to evaluate its successes and failures, especially in regard to their areas of special interest. Yet, planning, like other governmental functions involves a relationship between the *doers* and those responsible for the acts of the *doers*. This relationship by practice and by law involves an intermediate agent, the State Planning Commission. As a staff agency, it should be not only concerned with what is being planned *within* the departments but, with what is being planned *between* the departments. The second part of a survey of the actual situation, then, involves the functions of the Planning Commission.

### *Interdepartmental Planning*

It has already been suggested in previous sections of this report that there is little coordinated planning at the state level aside from the capital improvement program. With even more certainty it can be said that the State Planning Commission, which is charged with overall state planning, does not serve in the capacity of a coordinator or catalyst of departmental planning.

At the present time the Commission is performing the following functions:

- (1) The Capital Improvement Administrator receives requests from all state agencies, excluding the Road

Commission, for capital improvements, reviews them for desirability and feasibility and prepares an annual capital improvement program with the Budget Bureau. This program is then submitted by the Budget Bureau to the Governor for his approval in the form of a capital budget.

- (2) The Planning Director assists local jurisdictions in establishing planning offices and in local planning problems. This includes working with groups representing different jurisdictions on regional problems.
- (3) The Commission prepares or has prepared for it special reports on major state problems which have planning significance.
- (4) A library is maintained, consisting of material that may be used for state planning.
- (5) The permanent Committee on Medical Care, whose staff and expenses are included in the Planning Commission's budget, conducts studies of the medical care needs of the State. However, the Committee operates independently of the Commission and its staff reports directly to the Committee.
- (6) Information is furnished concerning the State and its resources to interested persons and organizations upon request.

All of the above are valuable functions and certainly within the scope of a planning organization. Noticeably absent, however, is the function of assisting the departments in their planning functions and coordinating them for the Governor's approval. Also, by no stretch of the imagination is the Planning Commission equipped even to perform the functions enumerated effectively. Until very recently the Commission had only two professional personnel on its staff, the Director of Planning and the Capital Improvement Administrator. Due in large measure to the low salaries authorized, the positions of Economist and Research Analyst have only recently

been filled and there is continuing doubt that the State will ever be able to obtain the calibre of persons desired for such positions with the salaries offered.

Thus, for a large part of the past fiscal year the Director of Planning and the Capital Improvement Administrator were the only persons available to carry out the present major functions of the Commission, which are assisting local jurisdictions, research, furnishing information and review of capital requests. Assisting local jurisdictions and regional groups in itself is a large enough function to occupy the Director full time and it is inconceivable that one man, whatever the calibre of the Capital Improvement Administrator, could give thorough review to the hundreds of capital improvement requests submitted by the agencies in the time allotted.

Attached as Exhibit B to this report is the authorized and actual staffing pattern of the Planning Commission. It should adequately point out the inability of the Commission to render substantial professional planning with the funds available.

The lack of coordinated planning is not only due to the Planning Commission's inadequate staff. Two other major reasons are the organization of the Commission and the reluctance of the departments to consider the Commission as directly representing the Governor's Office.

The composition of the present Planning Commission, is hardly conducive to its sitting as an unbiased coordinator of state planning. As one of the founders of the Planning Commission informed us, it seemed to be a good idea at the time to have major agencies represented on the Commission. But, within two years after its origin, it was clearly evident that these representatives were primarily interested in guarding their department's interests and contributed little to the state-wide functions of the Commission. It appears that the presence of departmental representatives on the Commission has diminished both the interest and attendance of the public



members. Also, it is noted that only Public Improvements, Roads, Health and Welfare are represented. It is difficult to conceive that the Departments of Education, Mental Hygiene and the Board of Natural Resources, for example, would relish the thought of having their proposals judged by departments which often compete with them for appropriations. This we submit as one of the major reasons why the departments submit to the Planning Commission only such proposals as required by the Commission, namely their capital improvement requests.

One other reason remains paramount but does not lend itself to easy explanation. Throughout our interviews with the department heads and during the course of this survey we were consistently impressed with the fact that the Planning Commission has always operated quite independently of the Governor and is not looked upon by the other state agencies as speaking with executive authority. Independent boards and commissions are not new to the Maryland scene and we will add further comment to this later in the Report. However, to constitute a staff agency so intimately involved with the formulation of policy by the Chief Executive as an independent commission certainly reflects a glaring weakness in the State's administrative structure. To say that a Chief Executive would never utilize an agency over which he had little control would perhaps overload the case against independent commission-type organizations. However, there seems to be ample proof in Maryland that state administrators have been reluctant to take their problems to such an agency.

To blame anyone for the present situation does not seem to us to be in the best interests of the State. It is not the function of this Commission to assess blame but to point ahead to positive steps for improvement. It is our sincere desire to build rather than destroy; to improve upon rather than to indict.

Some years ago, when the Legislature reduced the Planning Commission's budget it was clearly within its prerogative. If recent Governors have not seen fit to ask for more funds for this agency, that is also their privilege. The reasons for such actions by the Legislature and the Governors undoubtedly involve many factors. Again we prefer to deal with the future, rather than the past.

It has only been in recent years under the impact of the post-war "boom" that state planning again occupies the spotlight. Once before, during the public works programs of the 1930's, the need for planning was blatantly obvious to both legislators and chief executives and for some time planning agencies found funds readily available and a keen interest in their undertakings.

Planning is only one of the governmental functions competing for the taxpayer's dollar and its fortunes must rise and fall with the rest. However, this does not mean that it should ever be allowed to atrophy to the point of ineffectiveness. It is much too important and all-encompassing for such a fate.

### *The Committee on Medical Care*

Before leaving interdepartmental planning the Committee on Medical Care comes into focus. This agency was organized as a standing committee of the State Planning Commission in 1940 to constantly review the problems of medical care in the State and formulate recommendations to better utilize existing facilities or establish new ones. The Committee, composed of some sixty (60) professional and lay members, has conducted its work by designating subcommittees to study various problems. These subcommittees were assisted by certain personnel in the Planning Commission who reported directly to the Committee. At the time of our inquiry these positions were vacant. The Committee also has hired consultants at various times to assist it in its work. Another function of the Committee is to review all requests to

the Planning Commission for capital improvements related to medical care.

Since its inception the Committee has conducted numerous studies and has made a number of proposals which have guided the work of the state agencies concerned with public health and welfare. Notable among its recent studies are *The Report of the Committee to Review the Medical Care Program* (Sherbow Committee 1953), and *The Report of the Subcommittee to Review the Financing of Maryland Health Activities*, submitted in February 1955. The "Case Formula," named after the Chairman of the Subcommittee, was first proposed in the latter report for the financing of health services in the various counties and has since been adopted. Currently the Committee on Medical Care is studying methods for increasing the number of bedside nurses; medical care in infancy and childhood; Maryland's facilities for nursing homes, diagnostic and treatment centers, chronic hospitals and rehabilitation centers; costs and services rendered by hospitals in the Baltimore City Medical Care Plan; and services offered by the State Health Department Laboratories.

At the time when the organization of the Committee on Medical Care was proposed there seemed to be an urgent need for some state agency to coordinate medical care programs throughout the State. The then acting president of the Medical and Chirurgical Faculty of Maryland after noting certain deficiencies in the system of medical care in a letter to the Chairman of the State Planning Commission said:

"The needs just cited are well known to our Welfare Boards, to our Boards of Health, to this Faculty, and, in general, to social service workers, physicians, nurses and all those who devote themselves to the medical care of the population. Efforts have been made by all of these agencies to obtain improvements, there has, however, never existed an official warrant for any group to evolve a co-ordinated program in which all health agencies would play a part. The problems require such a cooperative effort for their solution and it is the opinion of this Faculty that only through the efforts of a Committee with

official standing and in the membership of which the various health agencies are represented can such a co-operative program be achieved."<sup>1</sup>

Thus, the Committee was formed and seems to have performed its functions commendably. Now, some fifteen years after its organization we think that it is time for a re-evaluation of how coordination among agencies concerned with medical care can be effected. The work of the Committee has actually evolved into interdepartmental planning and thus comes within the scope of our study.

In a state the size of Maryland with well established departments among whose functions are to review, plan, propose and administer medical care programs for its population, we question the desirability of continuing a standing committee of sixty (60) members to perform the planning functions of those departments. We have previously said that planning is inherent in departmental management. Initial planning belongs in the departments with the state planning agency coordinating the various plans which are submitted. The Committee on Medical Care is actually formulating plans for the Departments of Public Health, Mental Hygiene and Public Welfare and coordinating these plans at the same time. This can only result in these departments relinquishing their major planning problems for solution by the Committee and concentrating on administering the adopted proposals of the Committee. It is true that the heads of these agencies are represented on the Committee and that the subcommittees work with the various departments in their studies. It is also true that the Committee has some of the finest medical and lay minds in Maryland among its membership who are capable of analyzing Maryland's medical care problems and arriving at their solutions. But,

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<sup>1</sup> Letter from Dr. Victor F. Cullen, Acting President of the Medical and Chirurgical Faculty of Maryland, to Dr. Abel Wolman, Chairman, Maryland State Planning Commission, dated August 23, 1939, and appended to *Initial Report of Committee on Medical Care*, Maryland State Planning Commission, 1943.

we contend that good administration is not achieved by creating new agencies to do the work already assigned to existing agencies. We would rather see the existing agencies strengthened than to further complicate and confuse the governmental landscape by the introduction of new and generally independent agencies.

The State Department of Public Health was duly constituted to administer the State's medical care responsibilities. Administration implies planning for better medical care and coordinating the efforts of the State's subdivisions to that end. The State Planning Commission normally would insure coordination between the Departments of Public Health, Mental Hygiene, Public Welfare and Public Education as they approached medical care problems related to their operations. It may be argued that this was the intention of attaching the Committee on Medical Care to the State Planning Commission. We believe that this was a good intention derived from the needs of the time in which it was proposed but, that the need has been well served and, that it is time to give program planning back to the departments and rely on the regular staff of the State Planning Agency to coordinate such planning as it is expected to do in other State functions.

If the operating departments desire advice and assistance from such men as now constitute the Committee on Medical Care, we see no reason why advisory committees such as the Health Department's functioning Council on Medical Care should not be established to aid the directors of these departments. Certainly the formulation of medical care programs lends itself to citizen participation. Possibly in the formulation of such programs the departments will continue to find it desirable to establish coordinating committees as the Departments of Public Health, Mental Hygiene, Public Welfare and Public Education have done in considering the effect of new tranquilizing drugs on the State's health program. This, we submit, is a more desirable approach than the continuance of a large standing committee which, to a large extent, operates quite independently of both the State Planning Commis-

sion and the operating departments. More succinctly we are saying: Give the formulation of plans and their related research back to the responsible departments, strengthen these departments to insure that they discharge these responsibilities and if they fail in this, then hold the department heads accountable.

### *Intergovernmental Planning*

Another portion of the pragmatics must be an inquiry into the extent of the State's role in developing the ability of its sub-divisions to plan and to coordinate their efforts. Planning is not the exclusive domain of the State. Local autonomy and initiative must be nurtured. Good planning agencies at the county and city level and such bi-county agencies as the Maryland National Capital Park and Planning Commission and the newly created Baltimore Metropolitan Council are sorely needed for the solution of regional problems. But, the State still has a role to play. These agencies need guidance. They need to know what the State is doing and is going to do regarding highways, education, natural resources, and other state responsibilities. Likewise, the State should be kept abreast of the progress of its sub-divisions in such areas. They are the creatures of the State and the State must ultimately share the responsibility for their success or failure.

With the growth of metropolitan areas, intergovernmental planning takes on added significance. These areas usually involve more than one jurisdiction. A good example in Maryland is Baltimore City and the adjacent parts of Baltimore and Anne Arundel Counties, which form its suburbs. The problems created by mass migrations into these areas have, for the past two decades, posed new and perplexing problems for urban planners. The urgency of such problems has been recognized by the Federal Government which is now offering grants to state and regional planning agencies under the Federal Housing Acts of 1954 to facilitate urban planning for such areas.

Considerable attention was recently given to these areas by the President's Commission on Intergovernmental Relations which stated in its Report that:

"The most intricate aspect of State-local relations is the problem created by the modern metropolitan area \* \* \* Modern needs and demands for government to provide services in such fields as welfare, education, transportation, housing and civil defense, among others, are often most intensely felt and expressed in metropolitan areas. National — State — Local programs of cooperation to meet these needs and demands, as in the grant-in-aid programs discussed in Part II of this Report, have in most instances assigned to the States the major responsibility for establishing whatever State — Local relations are necessary to implement the programs. Reversal of the trend toward direct National — Local relations cited by the Commission's Advisory Committee on Local Government depends to a considerable extent upon how well the States and their sub-division meet the need for government in metropolitan areas through exercise of their own initiative and powers."<sup>2</sup>

If the Report cited above can be taken as the Federal Government's viewpoint, then the issue is clear. The States must adequately respond to the problem or give it to the Federal Government for solution. According to latest Federal Census figures forty-three million persons — one out of every four — live in such areas, which seems certainly to justify the concern of the Federal Government.

What are we doing in Maryland to meet the problem? In the Baltimore and District of Columbia areas we have two of the great metropolitan areas of the Nation. Recently the State Planning Commission applied for a Federal grant of \$100,000 to meet matching State funds for a study of the Baltimore Metropolitan Area. This will represent a joint study by the State, Baltimore City, Baltimore, Anne Arundel, Howard, and Carroll Counties forming the Baltimore Metropolitan Council mentioned above. As such it is an important

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<sup>2</sup> A Report to the President for Transmittal to Congress, the Commission on Intergovernmental Relations, June 1955, pp. 50-51.

step in the State's planning process — the providing of leadership in State — local planning relationships. Prior to this the Director of Planning has been sorely pressed to meet the demands of local jurisdictions to help them in establishing planning agencies and advising them on local planning problems. Without a staff to whom to delegate such a function the Director has personally assumed the task at the expense of his other important functions. In recent years a considerable portion of the Director's time has been spent in traveling to the various subdivisions of the State. Since the State agencies rarely seek the assistance of the Planning Commission, local assistance has to a large extent become the major concern of the Director. With the accentuation of metropolitan area studies this function promises to consume even more of the Director's time unless some staff assistance is provided.

Our inquiry into intergovernmental planning has indicated to us a challenge to the State planning process. At the present time there is a staggering need for State leadership. As presently organized, we seriously doubt the ability of the State Planning Commission to provide such leadership. The Director of Planning cannot be expected personally to render assistance to local units without foregoing other important duties. If this was the only problem facing the State Planning Commission, in our minds it alone would justify a study and report by our Commission.



## PART II

## CURRENT THEORY ON STATE PLANNING FUNCTIONS

The fact that the States are feeling the need for greater and better planning is reflected by the number of reorganizations of state planning functions conducted in recent years and the large amount of material recently published. In the last biennium, eleven states have reorganized their planning functions and many others have increased their planning activities. Current literature includes *Planning Services for State Government*, *A Summary of the Need and Suggestions for Organization*, published by The Council of State Governments in March 1956, and, *A Model State and Regional Planning Law*, recommended by the National Municipal League in 1954. These two publications have formed some of the background upon which we have superimposed our thinking. Both represent efforts by the nation's outstanding authorities on planning and state government to arrive at the most feasible organization and methods for effective state planning. As such they are most timely and beneficial to this Commission.

*Definition of Planning*

The word "planning" has familiar connotations to most of us. Generally, the average citizen might say that "it is preparing oneself for anticipated future events." In our research, which was aimed at governmental planning, we found a most succinct definition in the *Model State and Regional Planning Law*, cited above. This states that governmental planning is "The process of preparing programs for accomplishing approved objectives."

In most instances a simple definition is desirable. However, we feel that the average citizen is somewhat at a loss when he is asked, "What does a state planning agency do?" These agencies are relatively new in the field of government and we aver that the average man on the street has little

knowledge of their functions. Also, for the purpose of this Report we feel that there is a need for a specifcness to leave little doubt of what we mean when we talk of state planning. Therefore, we have chosen to define "state planning" in terms of what we think a state planning office should do.

Coleman Woodbury, of Princeton University and a professional consultant to the National Municipal League on its *Model State and Regional Planning Law*, explains in some detail in the introduction of that document what state planning should consist of. When viewed against the Maryland situation it offers a specific objective which is far from what we now have. This, then, is the standard which we have adopted.

1. Planning is a tool of management. It is, therefore, primarily a departmental responsibility with the state planning office providing coordination by:

- (a) Providing a framework of facts, trends and intermediate goals within which departmental planning may take place;
- (b) Harmonizing the departmental plans and programs as well as those of metropolitan or regional areas or subdivisions of the State.

(This clearly would focus responsibility on the operating departments from whence plans must come. The state planning office is primarily the focal point for information and acts as a catalyst during the preparation of plans. In Maryland the Planning Commission is not staffed to act in this capacity nor has it any experience, and, as a result, we have no coordination either in the plans and programs that are actually presented, nor any follow-up once they are adopted.)

2. The state planning office should:

- (a) Keep an inventory of the State's natural resources and major public and private facilities;
- (b) Prepare and maintain a state development plan;

- (c) Act as one of the Governor's principal staff advisors;
- (d) Prepare, in collaboration with the Budget Bureau, a capital program and assist the Bureau in preparing a capital budget;
- (e) Cooperate with and help in planning by departments or instrumentalities of the federal, state and local governments;
- (f) Supply information and advice to civic and private groups concerned with substantive problems in the State's development; and
- (g) Foster public awareness of and encourage citizen participation in the orderly, integrated development of the State.

(An inventory of resources and facilities is needed for both prospective industry and as a central information service to the departments. By maintaining such an inventory the planning office will become aware of certain trends and advise the departments and the Governor accordingly. This accumulation of information from which to render calculated advice is a true function of any staff agency. Only to a moderate degree is it true of the Maryland Planning Commission.

The State development plan would include a statement of objectives, standards and principles, a generalized land use pattern, a major circulation system, continuing surveys of the major needed public and quasi-public works and facilities such as reservoirs, flood control works, defense installations, and recommendations on present or impending problems of statewide concern. Each agency would contribute to that part of the plan which represents its particular fields of interest.

Such a plan is an ambitious undertaking and we know of no state which has completed one. But, the advantages are quite evident. What is more frustrating than to work in a vacuum or

without semblance of unified effort? We have already seen that few departments have goals beyond their immediate problems and there is almost a total lack of interdepartmental coordination. Requiring a state development plan would not only provide the objectives but would invite cooperation between the agencies and the state planning office.

The other functions enumerated above are quite explicit and need no comment at this point.)

3. Planning is a continuing process.

(No one could seriously doubt the reasonableness of this part of the definition. Much of the State's business is geared to economic trends. Plans need to be continually revised to make them practical. This is another reason for maintaining a permanent staff agency, such as a state planning office, to continually appraise these trends and the preparations to meet them.)

4. The state planning office should be responsible to the Governor with its director, by training, experience, character and salary, a respected top official in the state government.

(It is dubious to whom the present State Planning Commission is responsible. The President of the Legislative Council is an ex-officio member. His presence on the Commission certainly gives it some responsibility to the Legislature. All of the public members are appointed for four year staggered terms. The Director of Planning is under the State Merit System which removes him from gubernatorial control.

With this type of organization, we believe that the Commission has considerable independence. More will be said later on the merits of plural versus singular direction of such an agency.)

5. Planning is advisory and should render staff assistance only.

(The idea of establishing an agency which will tell the departments what their plans should be is repugnant. This is neither the present case with the State Planning Commission nor is it within our contemplation.)

6. The planning office should be the leader and catalyst in a wide-spread, collaborative effort by all public and private interests concerned with State development.

(This part of the definition strengthens our belief in a unified effort in the state planning process.)

7. Planning should not be the monopoly of any one agency in government but be democratic in its process.

(Again, this is reiteration for emphasis. Unified effort does not mean dictatorial control. Planning can be a very controversial function of government and needs the weighing and balancing of competitive programs with the ultimate decisions resting with the people's representatives.)

Truly, the above is an elaborate definition of what is meant by state planning. However, it serves the purpose of this Report for the very reason that it is demonstrative, rather than definitive. It is important that there should be no mistake as to what kind of planning we are talking about. Therefore, rather than call it a definition of planning, we would like to point to it as the type of planning which Maryland needs.

#### *Functions of a State Planning Office*

The definition given above is based on what a state planning office ought to do, and thereby describes its functions. These are given in even greater detail in Part III of this Report.

The present Maryland law pertaining to planning, which is summarized in Exhibit A, is not as detailed and specific as we desire but contains, with broad interpretation, most of the powers enumerated. None of the functions are new to the field of planning nor likely to cause serious objection. Actu-

ally some states would and do go even further and make the planning office responsible for economic development of the state by giving it "Chamber of Commerce" functions. This would entail publicizing the advantages of locating industry within the state and might even extend to tours of other states by state officials to entice potential industry.

This Commission is most skeptical of the wisdom of placing such functions in a planning office and can find no basis for it in authoritative literature. The two functions, planning and development, are quite related but different in their approach. Planning is, as defined, an advisory function attractive to imaginative and future thinking. Development is an action-type function concerned primarily with the present and attractive to those inherently interested in salesmanship. In mixing the two, states have found that the development function tends to overshadow planning, since it can produce tangible and immediate results and has more of the element of glamour. Planning then becomes a secondary function of the agency and, instead of the Governor having a staff to coordinate and plan for the State he has an action agency concerned primarily with showing him in dollars what the State has gained through its efforts. We have no objection to the state planning office furnishing information to industry upon request, but, if the State is to embark on a full scale action program to entice new industry, we would prefer to see such a function placed in a line department or perhaps in a newly created Department of Commerce.

#### *Organization of a State Planning Office*

It is with the present organization of the State Planning Commission that we wish to highlight this study. Although committed to the belief that good men work within any framework, it is unwise to hamper their performance if it can be avoided.

In considering an organization for planning, one quite naturally first considers who will head it. This brings up the

longstanding argument of singular direction versus plural direction.

In the early development of planning agencies, especially in the cities, commissions and boards were popular among legislators. The thinking then stressed citizen participation and municipal government tended to arm itself against the strong executive overstepping his powers. Municipal planning agencies also often exercised quasi-judicial powers in connection with zoning. Planning, since it transcends many administrations and deals primarily with the future, also, lends itself to plural deliberation and direction. Now, we find theorists and practitioners favoring singular direction to centralize responsibility and "get things done". One of the most interesting comments on this subject is quoted in *Planning Services for State Government*, *idem*, from a letter written by Alexander Hamilton to James Duane 175 years ago in which he said:

"\* \* \* Boards partake of a part of the inconvenience of larger assemblies. Their decisions are slower, their energy less, their responsibility more diffused. They will not have the same ability and knowledge as an administration by single men. Men of the first pretensions will not so readily engage in them, because they will be less conspicuous, of less importance, have less opportunity of distinguishing themselves. The members will take less pains to inform themselves and arrive to eminence because they have fewer motives to do it."<sup>3</sup>

Aside from psychological reasoning, there are some very practical advantages in having a singular head for a state planning office.

1. A single director is more apt to develop an immediate working relationship with the Governor and his other staff agencies.
2. Planning needs full-time, continuous direction of research and consultation.

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<sup>3</sup> Quoted in Albert Lepawsky, *Administration*, Alfred A. Knopf, New York, 1949, pp. 2-3.

3. Planning should be identified with a responsible individual who has the prestige of directing a governmental unit.
4. A strong, responsible, full-time director is more likely to gain the confidence of the various agencies than a commission of many voices.

The above reasons are given in both of the documents already cited. To them we add our own experience in Maryland where the commission-type of organization for planning has failed to gain the confidence of the Governor, legislators and department heads. It has failed to assume leadership in the state planning process to the point where *ad hoc* committees have been established to perform planning functions of the first magnitude. These *ad hoc* groups have even bypassed the Planning Commission after they were established, so that to a great extent it has operated in a vacuum. Today, it neither carries the authority of the Governor, the cooperation of the General Assembly, nor the respect of the department heads. Now, it operates with a paucity of funds and a skeleton staff; unable to fully perform its functions or assume responsibility for its actions. This, to our minds, is the glaring weakness of the Maryland state planning process; that the machinery is unable to bear the load. This general breakdown, in our opinion, should sound the death knell for plural direction of state planning in Maryland.

In its place, and in agreement with authorities in the field, we would substitute a single director responsible to the Governor. This would not necessarily abolish the use of a board. Actually, there is strong sentiment among authorities that the planning director needs an advisory board representative of different areas, but not governmental departments, of the state to sound out his recommendations. Such a board should also review the operations of the planning office and make recommendations to the director for improvement.



*Staffing a State Planning Office*

Most authorities agree that the professional and clerical staff of the planning office should be under the merit system and appointed by the planning director. However, the *Model Law* makes one differentiation. It would allow the director to appoint two staff members to serve at his pleasure. This reasoning seems to be that an agency head ought to have some personal assistants of whose loyalty he is sure and with whom it would be easier to develop a close personal relationship.

The thinking on this subject does not seem to be incongruous. Certainly some continuity of service should be insured by merit system employees and a planning office should not be a nest of political appointees. But, in counterbalance, the head of an agency who is directly responsible to the Governor ought, in turn, to have at least one employee who is personally responsible to him. Merit system employees can, at times, rely on the security of their position to thwart the will of an administrator. Although this most undesirable situation is most difficult to avoid, administrators should have some appointees with whom to share their confidence and upon whom they may rely unqualifiedly.

## PART III

## CONCLUSIONS AND RECOMMENDATIONS

In the foregoing we have treated the legal, practical, and theoretical aspects of state planning in Maryland. In a Report of this nature there is a need for summarization, because the planning process has many aspects. With this in mind herewith are presented our conclusions and recommendations, along with synopses of our reasoning.

*Conclusions*

The state planning process in Maryland requires:

1. *Long-range goals by which state administrators can be guided.*

In order to plan, an administrator should have some idea of what alternate goals his planning may achieve. These should be recommended by the Executive Branch, with the knowledge and approval of the Legislative Branch. For example, the planning agency should make administration aware of:

- (a) What areas of the State should be developed.
- (b) What the broad educational, roads, institutional, recreational, health and welfare objectives of the future are.
- (c) What natural resources are to be conserved and developed; how many and where they are.
- (d) What federal and state plans for meeting civil and natural disasters are.

Some objectives are available in the various state agencies but these have not been coordinated into a general plan by the Executive Branch, which plan can be presented to the Legislature for its approval.

## 2. *Consolidation and Use of Information*

In order to plan, an administrator must have information. For example, the planner should have the best available:

- (a) population trends and where they are occurring;
- (b) economic trends, such as industrial and commercial growth, and where they are likely to be concentrated;
- (c) financial trends, such as anticipated volume and sources of revenue, and what percentages can be expected to be expended on the various state services;
- (d) federal and local planning and how it will affect the State.

Much of this information is available but its compilation is duplicated and dispersed. For instance, the Departments of Education and Health and the Planning Commission make population estimates for their own purposes. One official estimate is needed and the agency which normally performs such a function is the State's Health Department because of its concern with vital statistics. There is a great need for a central agency such as a state planning office to take these statistics, evaluate them and make its evaluation available to all the state agencies in view of what it knows about the general economic condition of the State. Such an agency should also be able to deliver a full economic report on the condition of the State when called upon.

## 3. *Strong centralized coordination of planning in the Executive Branch.*

Planning is universally accepted as a function of management and one of the axioms of good management is that singular direction is more likely to arrive at decisions, expend more energy and accept responsibility than plural direction. Boards and commissions are notoriously inept

in functioning as staff arms of the Chief Executive and the Governor of Maryland is surrounded by them.

At this point we believe it *apropos* to insert the remarks of one of this Commission's members who, in the course of our discussions, made what we consider to be pertinent remarks on the whole administrative structure of the State Government. In essence the remarks were:

"We cannot create a strong executive in Maryland by strengthening the planning agency alone. Maryland has always operated under the concept of a weak executive by surrounding its Governor with a multitude of boards and commissions over which he has no control. The present Planning Commission is an example of one. Planning is essentially an administrative function and plans are of no value unless implemented. If Planning is made responsible to the Legislature, it is responsible to no-one because of the high turnover in that body. If Planning is continued as an autonomous agency, which it is at present, it cannot speak with authority. There is no other course but to make it responsible to the man who must implement all plans, the Governor.

This whole area of responsibility by agencies in the Executive Branch could well be the subject of further study by this Commission. Maryland needs the strong executive type of government."

Not all members of this Commission concur in the above, but we have concluded that the Planning Commission has not been effective in developing and coordinating State planning, nor has it been permitted or encouraged to do so. Its primary concern, therefore, has focused on limited review of the year-to-year capital improvement program, research and assisting local jurisdictions. Moreover, it lacks objectivity since some agencies are represented on the quasi-citizens Commission and some are not.

#### 4. *Emphasis on planning by the operating agencies*

Planning is not a function to which organizations are likely to give priority attention. Current operations quite naturally take precedence over planning, because it is for

the former that administrators are held accountable and not for actions which may never occur. But, this should not relegate the function to one of unimportance.

We have already stated that the operating departments should bear the major responsibility for state planning. To carry out this responsibility, it is quite evident to us that these departments should place more emphasis on their planning functions. Planning demands time, manpower and some authority. Most department heads, although readily accepting the function, seem uncertain as to whom to delegate it and what emphasis to give it. In a large agency planning can easily be a full-time responsibility. If it is not developed at the departmental level where plans normally originate, the whole process is weak at its very roots.

#### 5. *Strong follow-up to plans*

The best devised plans are of little value unless provision is made to place them into effect and analyze the results. Some evidence has been found of administrative follow-up in departmental planning. Where long-term planning exists, there seems to be interest on the part of administrators to maintain it and prove its worth. Where it is non-existent or disjointed, understandably there is also absence of follow-up.

#### 6. *Adequate staffing for the State Planning Agency*

The staffing pattern of this agency as shown by Exhibit B reflects a small staff which, until very recently, consisted of only two professional personnel qualified to render technical planning advice. This is a major reason for the Commission's inability to perform its designated functions effectively.

The above conclusions show state planning in Maryland to be decadent. But the picture is not altogether black. Since the establishment of the Commission in 1933 it has made considerable progress in some areas. To its

merit we would list the following conclusions for the present state planning process:

7. *There is adequate statutory authority for both the agencies and the Planning Commission to perform planning functions.*

Maryland law seems to indicate that the Legislature has been favorably disposed to planning by the administrative agencies. There is plenty of authority and enough discretion. Although we consider that some changes are necessary in the law to implement our recommendations to reorganize the state planning agency and give it more authority, the present framework is a healthy one upon which to build.

8. *The preparation of an annual capital improvement program represents a considerable advance when compared with other states.*

Review of the agencies' requests is admittedly cursory and lacking long-term significance. If the program outlined proposed expenditures beyond the next fiscal year, it could be the heart of a long-range state development plan. As such it would represent the tangible, real improvements that must be made according to priority before long-range programs become reality. The present programs can hardly be termed such a plan since it represents expenditures for only the next fiscal year and is devoid of highway and bridge projects.

Yet, it represents advanced thinking on the part of Maryland because few states have had such a program until recently. As in the statutory framework for state planning, good groundwork has already been accomplished. It now remains to be further amplified and improved.

9. *The Planning Commission and its Committee on Medical Care have performed extensive research on many State problems.*

A review of the list of studies and special reports published by the Planning Commission shows that varied and

pertinent research has been conducted since its inception. These studies along with other information collected and maintained in the Commission's library form a wide background for future planning even though there is little coordination in these studies. Likewise, the Committee on Medical Care has made significant contributions in the field of health. Although we feel that the Committee has largely replaced departmental responsibility for planning medical care programs and that this situation should be corrected, its work has done much to alleviate an urgent need.

10. *The Planning Commission has utilized the Director of Planning to render assistance to local units in their planning problems.*

This has proven to be a burdensome responsibility for the Director and will continue to grow. Planning is again receiving due consideration at the local level especially in the metropolitan area. In this respect the state planning office should continue to render assistance to the localities without neglecting other important functions. To do this it will be necessary to reorganize its staff.

Our conclusions demonstrate that the Maryland state planning process is due for an overhauling. Although it has advanced in certain functions when compared to the nation as a whole, some of the most important functions are virtually non-existent. To perform this overhaul we have concluded that a thorough rebuilding must take place. The plan of reorganization is set forth in our recommendations listed below.

### *Recommendations*

1. *The State Planning Commission should be abolished and in its place there should be established an Office of State Planning under the direction of a Director of State Planning with an Advisory Board to assist the Director.*
  - (a) *The Director of State Planning should be selected by the Governor from a list of nominations pro-*

*posed by the Advisory Board. The Board should submit at least two (2) but not more than five (5) names of candidates possessing qualifications which the Board may designate.*

- (b) *The Director of State Planning should serve at the Governor's pleasure.*

We view planning as a staff function and can see no need for encumbering a staff agency with plural direction. There is no objection on our part to giving the head of such an agency an advisory body to sound out his ideas and provide consultation from a variety of experiences. But, the Director should be administratively responsible to the Governor to make him an effective member of the Executive Branch and center responsibility for an important state function. The reports of the Office of State Planning should be, of course, public documents available to the Governor and General Assembly alike.

In selecting the Director we think that the Advisory Board can render valuable assistance since the members will become familiar with the type of person needed for such a position in the course of their association with the planning process. Final selection still rests with the Governor, who retains the power of removal if the selection proves to be unwise.

There are some who may believe that the Director should be under the State Merit System. We are not in sympathy with this viewpoint. A Governor is elected to do a job for which the people hold him responsible. It is therefore imperative that he have a staff whom he can hold responsible. This has long been the compelling argument for the "executive cabinet", which has proved its effectiveness at the federal level in this country and in most systems of government in which the chief executive is held responsible for the acts of his subordinates. It is true that planning, by its very nature, transcends many administrations, thereby demanding some permanent status among those who are performing it. It also demands some technical knowledge. We believe that these would be provided in our recommendation. The Governor



would have to make his selection from candidates submitted by the Advisory Board. It is highly unlikely that this Board would recommend only political aspirants or unqualified men for the position. It is also a tradition in Maryland for incoming Governors to retain department heads selected by previous administrations provided their work has been generally acceptable. Under these conditions it is not anticipated that the position of Director of State Planning would become a political "plum" in the future. The basic staff of the Planning Office, as provided in a later recommendation, would continue under the State Merit System.

2. *The Advisory Board should be appointed by the Governor to serve staggered six (6) year terms. It should consist of seven (7) members chosen as follows:*

*One from Western Maryland,  
One from Southern Maryland,  
One from Central Maryland (including Baltimore City),  
One from Eastern Shore,  
Three representing the State at large.*

- (a) The Advisory Board members should have wide and diversified backgrounds and be selected on the basis of bipartisanship.*
- (b) The Advisory Board members should receive no compensation except for expenses.*
- (c) The Advisory Board should perform the following duties:*
  - 1. Review the state development plan or any part thereof prior to submission to the Governor and advise the Director of State Planning in regard to it;*
  - 2. Constantly review the activities of the Office of State Planning and request reports from the Director of State Planning of its operations;*

3. *Advise the Director of State Planning with respect to the operations of the Office of State Planning;*
4. *Recommend to the Director of State Planning courses of action designed to meet the needs of the State as a whole;*
5. *Study and report periodically on the effectiveness of State Planning to the Governor through the Director of State Planning;*
6. *Advise and assist the Director in fostering public awareness and understanding of state planning activities;*
7. *Hold public and private hearings and sponsor public forums deemed useful to the state planning process.*

Utilizing geographic representation on the Advisory Board enhances the acceptability of the Director's proposals. If the Planning office is concerned with a plan which affects primarily a certain sector of the State, the Director should find the Board member from that section particularly helpful in its evaluation.

Planning is a democratic process of universal concern. By establishing a singular head for the State Planning Agency we do not mean to make planning the product of the Director's efforts alone. Contrariwise, we look upon the Advisory Board as taking an extremely active part in the process. We cannot overlook the fact that like most areas of Government, planning is a part of the political process. The various interests of the State must be met and served. Sound planning must, of necessity, take into account and reflect the various interests affected or involved. The Advisory Board, composed of private citizens of wide backgrounds from different parts of the State will be the "proving ground" for a plan or for the state development plan for instance.

We want to make certain that planning is to be an instrument of government available to the Chief Executive and his

staff and not the tool of a particular Governor to be used to bring about personal or political ends. For these reasons and others we wish to accentuate strongly the role of the Advisory Board and the type of men who should be designated as its members. If State planning is to be a continuous process, reflecting considered judgment by unbiased minds, free as possible from political expediency, then the Advisory Board is the proper instrument for such guardianship. Its members should be men of such stature and ability that they are beyond the reach of special interest groups. In recommending that they represent different geographic areas of the State we nevertheless expect them to put the general welfare first. They should be men who know the problems of their respective areas but who are able to judge what is best for the whole State. They must be men of respect and of renown. Men of this calibre are available in the State who would be willing to serve.

In thus stressing the qualifications required for members of the Advisory Board we are seeking to emphasize the most essential, single finding of our investigations. The theories and principles of governmental planning are reasonably well known. But, the success, or lack of it, of various governments in achieving effective planning is not a question of understanding the theories and principles involved, but rather in finding an answer to the practical problems of coordinating the coming and going of individuals across the political stage from one administration to another with the continuity of ideas and objectives which are the ends of governmental planning. The problem is to blend the new and different views of new governors and new legislatures, each with their own responsibilities into the State's long-term goals. As a matter of practical administration, it is our finding that some competent and forceful mechanism which cannot change completely with each election, is required to effect the transition of the longer-range goals from one administration to the other and to effect the modification and modernization of such goals as a continuing process rather than as a process that stops and starts with the tenure of individual administration.

The programs and plans of each Governor and General Assembly, reflecting the public will, can then be developed against the backdrop of continuous planning.

The "competent and forceful mechanism" referred to is, we think, to be found in the Advisory Board, provided that it is always composed of the calibre of men here recommended and that the stature of the Board is recognized as a matter of public concern.

We do not believe it at all beneficial to have the operating agencies represented on the Advisory Board. To utilize some and not others would prejudice its thinking. To have them all represented is unthinkable. The agencies will have ample opportunity for representation in state planning by preparing their own plans, which will be incorporated in the state development plan. This is their primary concern. At the request of the Advisory Board the Director of State Planning may have agency representatives appear before that body to express their views on points of controversy. This, we deem to be sufficient.

3. *The Office of State Planning should perform the following functions:*

(a) *Prepare and maintain a plan or plans for development of the State, known as the State Development Plan. The Plan should be based on physical, social, economic and governmental conditions and trends and aim at the coordinated development of the State to promote the general welfare of its inhabitants. In preparing the Plan the Office of State Planning should seek the cooperation and advice of appropriate public and private organizations and individuals. Specifically the Plan should include:*

1. *A statement of objectives, standards and principles sought to be expressed in the Plan;*
2. *Recommendations for the most desirable pattern of land use within the State, based on the best available information concerning topog-*

raphy, climate, soil and underground conditions, water courses and bodies of water, and other natural or environmental factors, as well as present and prospective economic bases of State trends, industrial, population and other developments, the habits and standards of its people, and the relation of land use within the State to that of adjoining areas;

3. The major circulation pattern recommended for the State, including major routes and terminals of transit, transportation and communication facilities for movement in the State or to and from adjoining areas;
  4. Recommendations concerning the need for and proposed general location of major public and private works and facilities, such as utilities, flood control works, water reservoirs and pollution control facilities and military or defense installations, which works and facilities are appropriate for inclusion in the Plan;
  5. Such other recommendations determined by the Director of State Planning concerning current and impending problems affecting the State as a whole.
- (b) Make studies and investigations, relevant to state planning, or resources of the State and of existing and emerging problems of agriculture, industry, commerce, transportation, population, public health and welfare, housing, public service, local government, state and local finances, and allied matters affecting development of the State and, in making such studies, seek the cooperation and collaboration of appropriate public and private organizations and persons;
- (c) Act as the Governor's principal staff agency in planning matters concerning resources and the de-

velopment of the State and, undertake special studies, submit reports and render advice to the Governor upon request;

- (d) Provide information to and cooperate with the General Assembly or any of its committees in studies relevant to state planning;
- (e) Prepare the State's capital improvement program in collaboration with the Budget Bureau and assist in preparation of the annual capital budget, as well as study all capital projects proposed by state agencies and render advice thereon;
- (f) Prepare and revise inventory listings of the State's natural resources, and of major public and private works and facilities deemed of importance to the development of the State as a whole;
- (g) Cooperate and provide planning assistance to county, municipal or other local governments, instrumentalities or planning agencies; and cooperate with and assist agencies and instrumentalities of federal, state and local government; as well as regional, metropolitan, county, municipal or other local or private planning agencies to harmonize their planning activities with the State Development Plan. When such cooperation includes the rendering of technical services, such services may be rendered free or in accordance with an agreement for reimbursement;
- (h) Advise and supply information to civic groups and private persons and organizations upon request to aid them in studying problems and state development;
- (i) Provide information to officials of State and local government and to the public to foster interest in and understanding of objectives of the State Development Plan and functions of state and local planning;

- (j) *Accept grants and services from federal, state, local and private persons and agencies in furtherance of its functions;*
- (k) *Cooperate with federal and state agencies in planning for civil defense;*
- (l) *Exercise all powers necessary and proper for discharge of its duties.*

The functions enumerated above are based upon the *Model State and Regional Planning Law*. We have no objection to any of them as true functions of a state planning office and could hardly hope to improve on the language used by the *Model Law*.

The State Development Plan would be a novel and challenging undertaking for the State of Maryland. Its benefits give fuel to the imagination and portend the often talked about but seldom realized unity of effort and orderliness in the development of a State.

The other functions offer no innovations for the Maryland state planning process. They are well within the scope of the present law and only require performance which is, to an unfortunate degree, unable to be rendered at the present time.

4. *The Director of State Planning should select and remove the staff of the Office of State Planning in accordance with provisions of the State Merit System, but may appoint two (2) employees to serve at his pleasure.*

Here again we would give the administrator all the ingredients necessary to do a responsible job. Planning needs employees with permanent status just as most governmental functions do. But, there is a line to be drawn over which merit systems may lose their advantages and may become hindrances. This is in the realm of top management and its sensitivity to the public will. Surely no intimation is meant impugning the loyalty and responsibility of merit system employees. But, the head of an agency requires intimate trust

and allegiance with immediate subordinates which a merit system cannot insure. His power to hire and fire will insure it.

5. *The State's Capital Improvement Program should be extended to include requirements for the succeeding six (6) years with the Office of State Planning recommending the order of construction.*

Capital improvement programs are intended to anticipate the needs of the State for major construction projects over a period of years. Once ascertained, these needs enable administrators and legislators to appraise the financial ability of the State to meet them and plan accordingly. We cannot understand how a year-to-year program can produce such knowledge even if projects are deferred a year or two years. Five (5) to six (6) years are considered desirable by most authorities in anticipating such requirements and such programs have proved feasible at the local level.

6. *The Office of State Planning should be staffed according to recommendations of the Director of State Planning to perform the functions enumerated in Recommendation 3.*

We have noted that the present staff of the State Planning Commission is inadequate to perform the functions required by law. It will serve no purpose to reorganize the agency and give it the functions recommended without augmenting the present staff.

Commissions such as ours are usually relied upon to save the taxpayers' dollars and this we hope to do in the long run. But, the kind of long-range coordinated planning which we are recommending does not come cheaply. Over a period of time it should prove its worth.

7. *The future role of the Committee on Medical Care should be carefully evaluated.*

Although our previous treatment of the Committee on Medical Care indicates that active departmental planning and



a strengthened Office of State Planning should meet the needs of the future, we realize that the Committee has performed a vital role. It has given professional blessing and enhanced public acceptance of new programs. We urge the new Director and Advisory Board to give early consideration to whether or not the Committee should be continued.

There is a diversity of opinion within this Commission on the subject. Some members believe the Committee, composed of outstanding citizens, should be continued, despite the fact that it does not fit the departmental planning pattern, which demands that planning originate within the respective departments.

Others believe that, in accordance with previous recommendations, coordinating the overall medical care program of the State and integrating it with the State Development Plan would be part of the regular duties of personnel within the Planning Office. Formulation of the program is already the responsibility of the Department of Health which has a Council of Medical Care to render advice on this function. To continue the Committee on Medical Care would duplicate the efforts of these agencies and deter both the Department of Health and Office of Planning from strengthening their own staff resources to undertake these planning responsibilities.

8. *Providing that the foregoing recommendations are adopted, the General Assembly should give consideration to implementing them by adopting portions of the text of the Model State and Regional Planning Law recommended by the National Municipal League or patterning new legislation in accordance with it.*

The *Model Law* is the fruit of long endeavor by men more experienced in state planning than we. In this respect we do not claim originality for our recommendations but concerted effort to derive the best which impartial experience has to offer. Models are not meant to fill every situation but, they are designed to make things easier for those desiring change.

Our recommendations are designed to provide a framework within which the planning functions of our State can be carried out and the personnel responsible can work. One of the founders of state planning in Maryland has postulated that perhaps the structure is less important than the individual in administration. In our judgment there are two basic needs which must be met. Competent administrators and planners are necessary but they must have a framework within which they can operate successfully. Our recommendations provide the framework. It is, of course, left to the Executive to find and to support good men so that the planning process will work effectively.

## PART IV

### IMPLEMENTATION

In order to effect the recommendations of this Report the following suggestions are offered:

1. Upon his approval of the recommendations the Governor should introduce legislation at the next regular session of the General Assembly which will abolish the present State Planning Commission and will establish an Office of State Planning with the functions prescribed in this Report.
2. The Legislative Council should review the conclusions reached herein and be prepared to advise the General Assembly with respect thereto, in order that proposed legislation shall receive adequate consideration.
3. Upon passage of such legislation by the General Assembly, the Governor in accordance with Recommendation 2 should appoint the seven (7) members of the proposed Advisory Board for staggered six (6) year terms beginning on June 1, 1957.
4. Upon taking office the Advisory Board should first acquaint itself with the duties required and then begin the preparation of a list of nominees for the Governor to select a Director of State Planning in accordance with Recommendation 1(a).
5. The Governor should appoint a Director of State Planning from the list of nominees to serve at his pleasure, who, upon assuming office, should immediately prepare a plan of organization and staffing for the Office of State Planning in accordance with Recommendations 4 and 6. This plan of organization should be submitted to the Director of Budget and Procurement for approval and budgetary implementation. Upon approval, the Director of State Planning should immediately begin to recruit the office staff.

6. Sometime after the selection of the Director of State Planning the Governor should issue a memorandum to all state agencies apprising them of the newly established Office of State Planning, its functions, authority and general purpose as expressed in this Report.

Respectfully submitted,

HON. E. DALE ADKINS, JR.

SEN. CHARLES L. DOWNEY

CHARLES S. GARLAND

HERMAN L. GRUEHN

HON. GILBERT GUDE

SAMUEL M. HECHT

GEORGE A. OURSLER

MRS. DUANE L. PETERSON

FURMAN L. TEMPLETON

SEN. JOHN GRASON TURNBULL

GERALD S. WISE

HON. JEROME ROBINSON, V. Ch.

HARRY J. GREEN, *Chairman.*

## EXHIBIT A

STATUTORY PROVISIONS APPLICABLE TO SURVEY OF LONG-RANGE  
PLANNING BY MARYLAND STATE AGENCIES

(Annotated Code of Public General Laws of Maryland, 1951  
and subsequent session laws)

(NOTE: Included in this summary are only the provisions  
which specifically charge an agency with planning  
functions and some administrative provisions cre-  
ating the agency in order to show its place in the  
Governor's chain of command.)

Art.	Sec.	Summary
		STATE AVIATION COMMISSION OF MARYLAND
1A	3	<i>Creation of Commission</i> Provides for creation of SAC consisting of five members appointed by Governor for three year terms without compensation. Members may be removed by Governor for cause. Governor appoints Chairman.
1A	3(b)(1)	<i>Director of Aeronautics</i> SAC empowered to appoint Director of Aero- nautics to serve at its pleasure and with compensation provided in State budget.
1A	3(b)(2)	<i>Director — Powers and Duties</i> Director constituted as executive officer of SAC to administer provisions of Article. Re- sponsible for preparation of reports and col- lection and dissemination of data and other public information relating to aeronautics.
1A	3(b)(4) (d)	<i>Commission Reports</i> SAC required to report to Governor on or about December 1st each year in writing summarizing its proceedings, a detailed state- ment of revenues and expenditures, and such information as may be useful or required by the Governor.

Art. Sec.  
1A 4

*Development of Aeronautics — General*

SAC empowered to encourage, foster and assist in development of aeronautics in the State; to cooperate and assist the Federal Government, State municipalities and other persons in this development and to seek to coordinate aeronautical activities of these bodies and persons.

15A 14

DEPARTMENT OF BUDGET AND PROCUREMENT

*Creation of Department; director, appointment and term*

Department created with a Director appointed by the Governor, to serve until removed by the Governor in accordance with Constitutional provisions and to receive salary fixed by the Budget. Director authorized to appoint Chiefs of Budget Bureau and Purchasing Bureau.

BUDGET BUREAU

15A 15

*Duties and power of Director*

Director required to study needs of all organizations receiving State funds and current revenue receipts in relation to such needs.

15A 18(b)

*Inclusion in budget of recommended capital improvements.*

Director of Budget and Procurement required to submit with tentative budget recommended capital improvements approved by State Planning Commission.

15A 19

*Survey and study of departments; recommendations.*

Director required to make complete survey of all State agencies and make recommendations to Governor in interests of economy and efficiency.

15A 20

Director required to make recommendations to Governor for reorganization and consolidation of all State agencies in interests of economy and efficiency.

Art. Sec.

15A 21

*Farm Manager-Advisor, Building Engineer,  
Budget Analysts*

Director required to appoint following persons with duties prescribed:

- (a) Farm Manager-Advisor — to study food requirements of State institutions and make recommendations concerning acquisition, operation and disposal of State-owned farms and dairies.
- (b) Building Engineer — to study maintenance costs of all state-owned buildings and make recommendations concerning repairs and improvements.
- (c) Budget Analysts — to study and make recommendations concerning budget expenditures.

PURCHASING BUREAU

15A 28

*Reports, studies*

Director required to prepare such reports and make such studies as Governor may direct.

GOVERNOR

41 43

*Governor's Advisory Council*

Following officers designated to meet with Governor for consideration of general State policies, finances, departmental and institutional work and conditions:

State Comptroller

State Treasurer

Attorney General

Chairman, State Board of Education

President, State Board of Agriculture  
and University of Maryland

Director of Correction

Director of Public Welfare

Director of Health

Director of Public Works

Commissioner of Motor Vehicles

Art. Sec.

Police Commissioner of Baltimore City  
Chairman, Board of Natural Resources  
Commissioner of State Employment and  
Registration

REPRESENTATIVES AT MEETINGS OF  
STATE INSTITUTIONS

- 41 79 Governor authorized to appoint persons to attend meetings of Boards of directors, managers, trustees or visitors of corporations receiving State funds to give views on questions being considered.

FISCAL RESEARCH BUREAU

- 41 122 Bureau established within Department of Legislative Reference to conduct research on fiscal matters and render assistance to executive and legislative agencies of the State.
- 41 123 *Director; appointment, removal, employees*  
Director of Department of Legislative Reference authorized to appoint and remove, for cause, Director of Fiscal Research Bureau. Director of Fiscal Research Bureau empowered to hire necessary employees from such funds as provided in Budget.
- 41 127 *Studies; Reports*  
Director required to continually conduct studies of all State agencies, including General Assembly, and submit reports and recommendations to Governor, General Assembly, Director of Department of Legislative Reference and Legislative Council.

FINANCE DEPARTMENT

- 41 166(a) *Bureau of Revenue Estimates*  
Bureau created in Division of Financial Review and Control to be administered by a Chief and supervised by Comptroller. Chief and other Bureau employees appointed by Comptroller. Board of Revenue Estimates



## Art. Sec.

created composed of Treasurer, Comptroller and Director of Budget and Procurement with Chief of Bureau of Revenue Estimates acting as Executive Secretary.

- 41 166(b) Bureau required to continuously study sources of revenue to determine amounts produced and recommend new means of collection and sources and submit recommendations to Board.
- 41 166(c) Board of Revenue Estimates required to submit to Governor for submission to General Assembly any recommendations it may care to make.

## CIVIL DEFENSE

- 41 206(a) *Civil Defense Agency*  
Governor authorized to create CDA and appoint its Director to hold office at Governor's pleasure and receive compensation according to Budget.
- 41 206(b) Director empowered to employ such persons deemed necessary from funds authorized.
- 41 206(c) Director required to coordinate civil defense activities with other Government agencies.
- 41 207 *Civil Defense Advisory Council*  
Council created in such numbers as appointed by Governor to advise him and Director on all matters pertaining to civil defense. Members to receive expenses.
- 41 208(b) *Civil Defense Powers of Governor*  
Governor authorized to prepare comprehensive plan and program for State civil defense; to integrate it with plans of Federal government and other States and to coordinate it with those of political sub-divisions of the State.

## HEALTH

Art.	Sec.	
43	1(a)	<p><i>State Board of Health</i></p> <p>Board created with eight members: one experienced civil engineer; one experienced certified pharmacist; one experienced director of dental surgery; and three experienced physicians, all appointed by Governor with advice and consent of Senate; the remaining members to be the Commissioner of Health of the City of Baltimore and Director of Health. Appointed members to serve six year terms.</p>
43	1(b)	<p>Board authorized to appoint a Director of Health to serve at their pleasure and to receive compensation as budgeted.</p>
43	5	<p><i>Director; duties</i></p> <p>Director required to collect information concerning vital statistics, prevailing diseases and general hygiene of State and disseminate it as the Board shall direct in an annual report.</p>
43	14	<p><i>Vital Statistics</i></p> <p>Board authorized to prepare vital statistics and submit to agencies it deems entitled thereto.</p>
43	33	<p><i>Communicable disease control</i></p> <p>Board required to secure returns of communicable diseases in State and devise means for their control.</p>
43	36	<p><i>Water and Sewage Systems</i></p> <p>Board required to maintain permanent records of all private and public water and sewer systems, investigate sources of pollution and devise means for their control.</p>
43	40	<p><i>Crippled Children Program</i></p> <p>Department of Health designated as agency to administer crippled children program.</p>

<i>Art.</i>	<i>Sec.</i>	
43	41	Department required to formulate and administer detailed plan or plans for crippled children program.
43	42(a)	<i>Medical Care Program</i> Board designated to administer program of medical care for indigent and medically indigent persons.
43	42(c)	Board required to establish Council of Medical Care to advise on policies for medical care program.
43	44	<i>Non-institutional services for mentally ill.</i> Board designated to administer program for non-institutional services for mentally ill with purposes to develop, extend and improve services for same.
43	44(a)	Board authorized to formulate and administer detailed plan or plans for program.

#### MARYLAND TOBACCO AUTHORITY

48	65(b)	<i>Authority created</i> Governor authorized to appoint Maryland Tobacco Authority of seven members as follows: One to be selected from list of three nominees submitted by University of Maryland. One to be selected from list of three nominees submitted by several tobacco selling agencies in State. Five to be selected from list of 15 nominees submitted by Maryland Farm Bureau, Inc.
48	66	<i>Tenure</i> Members serve three year terms.
48	68	<i>Studies and investigations.</i> Authority authorized to initiate studies to determine needs for better production, handling and marketing of tobacco.

## MENTAL HYGIENE

<i>Art.</i>	<i>Sec.</i>	
59	15(a)	<i>Department of Mental Hygiene</i> Establishes Department; provides for Commissioner with power to supervise, direct and control all State institutions caring for mentally ill.
59	15(b)	Governor authorized to appoint Commissioner with approval of Mental Hygiene Advisory Board. Commissioner to report directly to Governor, serve until removed by Governor as provided in Section 15, Article II of Constitution and receive compensation as budgeted.
59	17	<i>Powers</i> Department empowered to examine all matters pertaining to the care of the mentally ill by public and private institutions in the State relating to their maintenance, conduct and management.
59	24	<i>Report to Governor</i> Commissioner required to report annually to Governor concerning his acts and proceedings; the various institutions and the best and successful methods known of caring for the insane.

## BOARD OF NATURAL RESOURCES

66C	1	<i>Board Members</i> Board of Natural Resources created to co-ordinate activities of the various State agencies concerned with the conservation of natural resources. Composed of: Chairman of Commission for Tidewater Fisheries Director of Game and Inland Fish Commission Director of the Department of State Forests and Parks
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Art. Sec.

Director of the Department of Geology,  
Mines and Water Resources

Director of Research and Education

and eight other members to be appointed by the Governor with two from Tidewater counties of the Eastern Shore, two from tidewater counties of Western Shore and four from the State at large. Chairman of the Commission of Tidewater Fisheries designated as Chairman of the Board and to receive compensation as provided in the State Budget.

66C 2

*Terms and Meetings*

Eight appointed members serve four year terms and may be removed for cause. Members receive no compensation except expenses. Board required to meet at least once every two months and hold special meetings when called by Chairman upon written request of five members. Majority of membership constitutes a quorum.

66C 3

*Recommendations and Reports*

Board required to discuss problems of conservation, departmental, State or Federal; act as a clearing house for suggestions and recommendations; deal with such conservation matters, complaints, suggestions or proposals as can be handled more effectively by the Board than by the several departments represented in its membership and review the work of such departments. Board required annually to submit to Governor a comprehensive printed report covering the activities, accomplishments and recommendations of the several departments represented in its membership. Report to include information on finances and budgets.

66C 4

*Employees; publications*

Board empowered to appoint under Merit System an Executive Secretary and such other employees deemed necessary. Execu-

## Art. Sec.

tive Secretary to have executive ability and experience and knowledge of general principles of conservation, development and restoration of natural resources.

Board required to issue literature, advertising and other media as to natural advantages and resources of the State through the Department of Information.

66C 5

*Chesapeake Bay Recreation Area*

Board authorized to conduct investigations and inquiries for securing a suitable site or sites for a recreation or demonstration area or areas adjacent to the Chesapeake Bay and its tributaries and to make written recommendations to the Board of Public Works concerning its findings. Board of Public Works authorized to study recommendations and to determine therefrom location of sites. Board of Public Works also authorized to acquire sites.

DEPARTMENT OF GEOLOGY, MINES AND  
WATER RESOURCES

66C 15

*Commission*

Creates Department of Geology, Mines and Water Resources to supersede and assume the personnel and powers of the State Geological and Economic Survey Advisory Commission, the Bureau of Mines, the Water Front Commission and the Water Resources Commission. Department to be under the direction of a Commission consisting of five members appointed by the Governor. Members select own Chairman and serve five year terms. Governor may remove any member for cause. Members receive no compensation except for expenses.

66C 16

*Duties*

Department empowered to exercise general supervision over all matters pertaining to:

1. Conduct of topographic, geologic, hydrographic and magnetic surveys.

Art. Sec.

2. Preparation of topographic, geologic and other type of maps to meet specific needs.
3. Preparation of reports on the extent and character of the State's mineral and water resources.
7. Investigation and recommendation of plans and policies for the protection of State waterfront and waterways against erosion, and cooperation necessary for effecting plans for the development of waterfront property and improvement of waterways.

66C 17

*Director*

Department authorized to appoint Director upon death, resignation or removal of present Director in accordance with Merit System.

DEPARTMENT OF RESEARCH  
AND EDUCATION

66C 18

*Department, appointment*

Creates Department of Research and Education to exercise functions of former Chesapeake Biological Laboratory and Maryland Weather Service and to develop research and educational program covering all natural resources of the State. Governor authorized to appoint five members to a Commission to supervise the Department. Members select own Chairman.

66C 19

*Terms*

Members to serve five year terms; may be removed for cause by Governor and serve without compensation except expenses.

66C 20

*Powers*

Commission empowered to generally supervise all matters pertaining to:

(1) Research

- (a) Studies and investigations into commercial tidewater fisheries.

## Art. Sec.

- (b) Investigation of State waters as to capacity to maintain and develop fish life.
- (c) Investigation of food, cover and habitat, with reference to game and bird populations.
- (g) Initiation of statistical investigations in cooperation with the several departments administering State natural resources and appropriate Federal agencies.

## (2) Education

66C 21

*Director*

Commission authorized to appoint a Director of Research and Education and other necessary employees with compensation as provided in the Budget.

WATER POLLUTION CONTROL  
COMMISSION

66C 35(a)

*Commission, appointment, terms, meetings*

Creates Water Pollution Commission composed of seven members as follows:

Representative of State Department of Health selected by the Board of Health

Director of Game and Inland Fish Commission

Chairman of the Board of Natural Resources

Director of the Department of Research and Education and three members appointed by the Governor

Governor designates Chairman. Appointed members serve six year terms and may be removed for cause.

35(b)

Members serve without compensation

35(c)

Commission required to meet quarterly and keep records of proceedings.

66C 36

*Duties*

Commission required to study, investigate and recommend ways and means of eliminat-



Art. Sec.

ing from State waters all pollution materials and to recommend methods of preventing pollution. Also coordinates activities of various agencies concerned with water pollution.

66C 37

*Director*

Commission authorized to appoint a Director under Merit System to receive compensation as provided by the Budget.

#### STATE BOARD OF AGRICULTURE

66C 46

Board of Regents of the University of Maryland designated to act as State Board of Agriculture.

66C 47

*Officers and Employees*

Board empowered to employ executive officers, department heads, specialists, clerks, inspectors, and assistants of every kind deemed necessary, prescribe their duties and fix their compensations. Executive officers and department heads required to be appointed by majority of whole Board and to be removed by same.

66C 52

*Powers and duties:*

Board empowered to exercise general supervision of all matters affecting or relating to the fostering, protection and development of the agricultural interests of the State.

66C 53

*Reports to Legislature and Governor*

Board required to submit a written report to General Assembly at beginning of its regular sessions of work performed, receipts and expenditures, and of such other matters as the Governor shall direct, and to submit reports to the Governor at such times and on such matters as he shall direct.

#### SOIL CONSERVATION

66C 84

*Cooperation with U. S. and other States*

Policy adopted to cooperate with the governments and agencies of other States and the

**Art.   Sec.**

United States in carrying out the policy and purposes specified in Section 7(a) of the Act of Congress known as "Soil Conservation and Domestic Allotment Act" and amendments thereof.

**66C   85**

*University of Maryland, powers*

University of Maryland designated as State agency to formulate, submit to U. S. Secretary of Agriculture and carry out State agricultural plans pursuant to provisions of Act cited in Section 84, Article 66C of Maryland General Laws.

**66C   86**

University of Maryland empowered to:

(1) Formulate agricultural plans for the State for each calendar year pursuant to standards set forth in said Act of Congress;

(2) To utilize assistance of the Agricultural Extension Service and Agricultural Experiment Station.

(3) To designate in such plans the University of Maryland as the State agency administering such plans.

(4) To submit State agricultural plans to the U. S. Secretary of Agriculture, prior to such time and in such manner as he may prescribe.

(5) To accept federal grants pursuant to Section 7 of the Soil Conservation and Domestic Allotment Act, and to utilize such grants in accordance with provisions of State agricultural plans approved by the Secretary of Agriculture.

(6) To provide for selection of State Advisory Board, composed of five State residents chosen for knowledge of the agricultural problems of the State.

(7) To provide for establishment of State, county and community committees and associations of agricultural producers for participation in administration of the State agricultural plans.

## Art. Sec.

(8) To employ such personal services deemed necessary to carry out such plans.

(9) To utilize available services of other State agencies and of Agricultural Extension Service and Agricultural Equipment Station in administering the provisions hereof.

(10) To delegate to committees, associations, individuals and corporations or other State agencies such functions in carrying out provisions of this sub-title deemed suitable;

(11) To provide for submission to U. S. Secretary of Agriculture such reports deemed requisite.

(12) To prescribe such rules and regulations deemed necessary for effective administration of the State agricultural plans.

(13) To submit annual report to Governor for each year covering administration of such program.

66C 87

*State Advisory Board*

State Advisory Board required to advise University with regard to all major matters in carrying out provisions of this sub-title.

## STATE SOIL CONSERVATION COMMITTEE

66C 91A

*Creation of Committee, members*

State Soil Conservation Committee established in the State Board of Agriculture with membership to include:

- (1) Director of Maryland Experiment Station
- (2) Director of Maryland Agricultural Extension Service
- (3) Director of Maryland Department of State Forests and Parks
- (4) Chairman of the State Board of Agriculture
- (5) Dean of Agriculture of the University of Maryland
- (6) and (7) Two soil conservation district supervisors, each of whom is to

Art. Sec.

serve a one year term and to be appointed by the State Board of Agriculture.

- (8) The principal administrative officer for Maryland of the Soil Conservation Service, U. S. Department of Agriculture.

66C 91B

*Employees*

Committee authorized to employ administrative officer, and such technical experts, agents and employees, permanent and temporary, deemed necessary and to determine their qualifications, duties and compensation.

66C 91C

*Chairman, quorum, expenses*

Committee authorized to designate its Chairman. Majority of Committees constitutes quorum and concurrence of majority is necessary for decision in all matters within Committee's duties. Committee and Chairman authorized expenses only.

66C 91D

*Duties and Powers*

Committee empowered to:

(1) offer assistance to supervisors of soil conservation districts in carrying out their powers and programs.

(2) . . . facilitate interchange of advice and experience between districts and cooperation between them.

(3) Coordinate programs of the various districts.

(4) Secure cooperation of Federal government and its various agencies in work of districts.

(5) Disseminate information throughout State concerning activities and programs of soil conservation districts.

SOIL CONSERVATION DISTRICTS

66C 92A

*Creation of Districts*

Any 25 occupiers of land within territory proposed for a soil conservation district author-

## Art. Sec.

ized to petition Soil Conservation Committee to organize said conservation district in area proposed.

## 66C 92F

*Appointment of Two Supervisors for Each District*

Committee authorized to appoint two supervisors for each district organized to act with three elected supervisors as governing body of the district. Districts designated as governmental subdivisions of the State and bodies corporate and politic.

## 66C 93

*Election of Three Supervisors for each District*

Within 30 days after Secretary of State has certified establishment of District any 25 occupiers of land within District authorized to file petition with Soil Conservation Committee nominating candidates for supervisors of District. Committee authorized to give due notice, supervise and pay expenses of election within district for election of three supervisors. Any occupier of land in District authorized to vote. Three candidates receiving largest number of votes become supervisors.

## 66C 94A

*Appointments, Qualifications and Tenure of Supervisors*

Two appointed supervisors required to have training and experience required in the performance of their duties.

## 66C 94B

Supervisors required to designate a chairman: serve three year terms and receive travel expenses and subsistence allowance of six dollars (\$6.00) for each day spent in performance of duties.

## 66C 94C

Supervisors authorized to employ help as deemed necessary and to determine qualifications, duties and compensation.

## 66C 94E

Supervisors authorized to invite legislative body of any municipality located in the dis-

## Art. Sec.

district to appoint a representative to advise and consult with the supervisors on all questions of program and policy which may affect property, water supply and other interests of the municipality.

## 66C 95

*Powers of Districts and Supervisors*

## Districts authorized:

(1) To conduct surveys, investigations and research relating to soil erosion and control measures needed and to disseminate information concerning same, provided that such research activities are initiated in cooperation with other State agencies or with federal agencies to avoid duplication.

(7) To construct, improve and maintain structures necessary for performance of duties.

(8) To develop comprehensive plans for conservation of soil resources and for control of soil erosion within the district which plans shall specify, in detail, acts, procedures, performances and avoidances necessary for effectuation of such plans, and to publish same and bring to the attention of land occupiers within the district.

## FORESTS AND PARKS

## 66C 340

*Creation of Department and Commission*

Department of Forests and Parks created to promote, administer and manage all State owned or leased forests, parks, scenic preserves, parkways, historic monuments and recreation areas, except that, forest extension work on private property to continue under jurisdiction of University of Maryland Extension Service. Commission of Forests and Parks created to supervise the Department and to consist of five members appointed by Governor; one on recommendation of Maryland State Grange, one on recommendation of Maryland Farm Bureau, one to have practical experience in lumbering business, and

## Art. Sec.

remaining two to have general interest in advancing State Parks and recreation.

66C 341

*Terms of Members, Director*

Commission members serve five year terms; may be relieved by Governor for cause; and receive no compensation other than expenses. Commission authorized to appoint a Director in accordance with Merit System Law who appoints such assistants and employees deemed necessary; has charge of all Forest and Park Wardens and directs the promotion of recreation in cooperation with other agencies in the planning, administration and improvement of State parks, preserves, etc.

66C 343

*Plans for protection, etc. of trees; etc.*

Director required to cooperate with State subdivisions and individuals in preparing plans for protection of watersheds, management and replacement of trees, woodlots and timber tracts under agreement that parties obtaining such assistance pay, at least, field expenses of employees preparing such plans.

## FOREST CONSERVATION DISTRICTS

66C 389

*District Forestry Boards, District Foresters*

Commission of Forests and Parks authorized to divide State into districts for administrative convenience and appoint a District Forestry Board of not less than five members for each district. Board members serve three year terms and receive no compensation except expenses. Commission may discontinue District Boards for cause at any time. Commission also authorized to employ and assign to each Board a District Forester who shall serve as Secretary and Executive Officer to the Board.

66C 390(4)

*Duties of Boards*

To disseminate forest conservation information and collect data on State forest conservation problems.

Art. Sec.

66C 391

*Powers of County or District Forestry Boards*

(1) To enter upon any woodland in county or district in performance of duties.

(2) to enter into agreements with land-owners within counties or districts for specified period of years.

(4) to cooperate with other agencies of government to achieve better forest growth and promulgate conservation measures.

(5) to develop comprehensive forest management plans for conservation of soil resources and for control of soil erosion in district or county.

66C 392

*Duties of County or District Forester*

(1) To make plans for the management and reforestation of forest, woodlot and tree crop orchards.

(5) To make an annual written report of his activities to the State Forester (now termed Director of Department of Forests and Parks).

MINING

BUREAU OF MINES

66C 478

*Creation of Bureau*

Bureau of Mines created under Department of Geology, Mines and Water Resources.

66C 479

*Appointment of Director*

Governor authorized to appoint from list of eligibles submitted by State Employment Commissioner (now termed Commissioner of Personnel) a "Director of the Bureau of Mines".

66C 486

*Duties of Bureau*

Bureau required to assist and encourage all reasonable efforts to improve mining methods and conditions, with view towards discovering better ways of protecting life and health, extending serviceable use of instrumentalities and promoting prosperity of the industry



Art. Sec.

by reducing waste of natural resources and promoting economy in mining; and to compile data and advise persons engaged in such industry.

#### WATER RESOURCES

66C 667

*Surveys, maps, studies and program*

Commission on Geology, Mines and Water Resources required to devise and develop general water resources conservation program for the State. Commission also empowered to make surveys, maps, investigations and studies deemed necessary to formulate a program. All other State agencies directed to assist Commission.

#### EDUCATION

77 2

*State Department of Education*

Department established with State Board of Education at its head.

77 5

*State Board of Education*

Governor authorized to appoint State Board of Education composed of seven members to serve seven year terms. Governor may remove members as provided.

77 14

*Board president, vice-president*

Board authorized to elect annually its president and vice president.

77 15

*Expenses; State Superintendent of Schools*

Board members authorized to receive expenses only. State Superintendent of Schools designated as chief executive and secretary-treasurer of Board without right to vote.

77 30

*Annual Report to Governor*

Board required to submit annually to Governor a report covering all operations of Department of Education and support, conditions, progress and needs of education throughout State.

**Art. Sec.**

77 31

*Recommendations for Legislation*

Board required to consider educational needs of State and, with advice of State Superintendent of Schools, to recommend to Governor and General Assembly additional legislation or changes deemed desirable. Recommendations to be in form of prepared bills.

77 33

*State Superintendent of Schools*

Board authorized to appoint State Superintendent of Schools for four year term, fix his salary and remove him as provided.

77 35

*Duties and Powers*

Superintendent required to call and conduct conferences of county school boards, district school trustees, county superintendents, supervisors, attendance officers and teachers, on matters relating to condition, needs and improvement of schools.

77 43

*Biennial School Census*

Superintendent required to direct taking of biennial school census of all children in counties of the State between ages of 5 and 18 inclusive.

77 44

*Preparation of reports*

Superintendent required to prepare annual report of Board and all other reports as directed.

77 241(b)

*Board of Regents*

Governor authorized to appoint with advice and consent of Senate a Board of Regents to govern University consisting of eleven members. Members to serve nine year terms without compensation except for expenses.

77 241(c)

Board empowered to exercise all functions of management of the University.

**PUBLIC WORKS**

78A 1

*Board of Public Works*

Board empowered to exercise all duties delegated to it regarding creation of State debt.

Art. Sec.

78A 2

*Powers concerning building contracts*

Board empowered to supervise expenditure of appropriations for land acquisition, buildings, equipment, new construction and other capital expenditures except in connection with State roads and bridges. Board required to approve all contracts after review of Director of Budget and Procurement.

78A 3

*Approval of leases*

Board empowered to approve all leases executed by State officers and to designate location of any State agency after review of Director of Budget and Procurement.

DEPARTMENT OF IMPROVEMENTS

78A 11

*Department of Public Improvements; Director*

Department created with Director of Public Improvements as its head. Department to perform duties delegated by Board of Public Works.

78A 12

*Director; appointment*

Governor authorized to appoint Director of Public Improvements for four-year term and may remove same for official misconduct. Director to receive compensation as budgeted.

78A 14

*Exceptions*

Public Improvements made by State Roads Commission, Housing Authorities, Maryland National Capital Park and Planning Commission, Washington Suburban Sanitary Commission and other incorporated subdivisions of State exempted from Department's jurisdiction.

78A 15

*Duties*

Department empowered to supervise and advise Board of Public Works and other State departments regarding public improvements.

Art. Sec.

78A 16

*Specific Duties*

(1) Assists and advises Board of Public Works and other State agencies on all plans for public improvements.

(2) Selects and appoints architects and engineers to prepare plans for public improvements subject to approval of Board.

(3) Examines and approves all plans prepared in connection with execution of all contracts for public improvements.

(8) Assists and advises Board and other State Agencies concerning changes in plans.

(10) Assists State Planning Commission in regional studies relating to land acquisitions, transfers, etc.

(11) Collects and maintains construction costs and progress on all public improvements.

(13) Collects and maintains file of all drawings and location plats of public improvements.

78A 17

*Board of Architectural Review*

Director authorized to appoint Board of Architectural Review composed of seven members serving four year terms from list submitted by Baltimore Chapter of American Institute of Architects. Director required to refer all important architectural problems and plans concerning State building program to Board for review. Members to receive no compensation except expenses.

78A 19

*Annual Report*

Director required to submit annual report to Governor on February 1st of activities of Department.

VETERANS HOUSING COMMISSION

78A 37

Governor authorized to appoint one member of the State Planning Commission to be a member of the Maryland Veterans Housing Commission for a five year term.

## WELFARE

Art. Sec.

- 88A 1 *State Department of Public Welfare*  
 Department established with Director appointed by Board of Public Welfare who shall act as its secretary and receive compensation as budgeted.
- 88A 2 *Board of Public Welfare*  
 Governor authorized to appoint Board consisting of nine members and to designate Chairman. Members to serve staggered six-year terms and to receive no compensation except expenses.
- 88A 3 *Annual Report*  
 Department required to furnish Governor prior to each regular session of General Assembly a report of its activities, conditions of welfare agencies receiving financial aid from the State and its recommendations.

## STATE PLANNING COMMISSION

- 88C 1 *Appointments; terms; quorum; employees*  
 Governor authorized to appoint nine members to SPC as follows:
- (1) One member of the State Roads Commission or its Chief Engineer
  - (2) One member of the State Board of Health or the Director of Health
  - (3) One member of the State Board of Public Welfare or the Director of Public Welfare
  - (4) Chairman of Legislative Council (ex officio)
  - (5) Chief Engineer of the State of Maryland (ex officio)
  - (6) One member from Western Maryland
  - (7) One member from Southern Maryland
  - (8) One member from Central Maryland (including Baltimore City)
  - (9) One member from the Eastern Shore

## Art. Sec.

(all public members to serve staggered four year terms)

All members to serve without compensation. Governor authorized to designate Chairman. SPC authorized to maintain offices which may be located in an existing State Department.

Five members constitute quorum at meeting of SPC.

Majority vote of members present decides.

SPC required to keep complete records proceedings, meetings, hearings and decisions.

SPC authorized to employ such persons required for the performance of its powers and may incur any other necessary expenses within the limits of such funds provided.

## 88C 2

*Duties and Powers*

SPC required to prepare or coordinate plans for the physical development of the state in so far as such development may be directed or influenced by a state agency. Among other things SPC to:

(1) Prepare and adopt plans for complete systems of State or regional highways, expressways, parkways, parks, water supply, forest reservations, airways and air terminals.

(2) Advise with the various state departments and bureaus and with local authorities and individuals, with a view to the coordination of all physical development, from whatever source originating, that are related to State activities.

(3) Make surveys of rural land utilization to determine areas suitable for field crops, reforestation, watershed, protection, recreation, summer residence and urban expansion.

(4) Draft for submission to General Assembly regulations affecting use and development of property deemed reasonable and

## Art. Sec.

necessary in the interest of orderly and coordinated development of preserving the integrity of officially approved plans, or of conserving the natural resources of the State.

(5) Collect and publish information relating to state welfare problems and make recommendations to General Assembly concerning same.

All public officials required to submit information to SPC upon request. SPC employees empowered to enter upon any land to make examinations and surveys and maintain necessary markings thereon. SPC generally empowered to perform such acts necessary to fulfill its functions, promote state planning and carry out provisions of this article.

All state agencies required to request recommendations of SPC regarding proposed plans for major public improvements or changes in the use of State-owned real property.

88C 3

*Plans for Highway and Parkway System*

SPC required to prepare and submit to General Assembly for adoption plans for a system of existing and proposed state highways and parkways, with regulations to promote an appropriate orderly and coordinated development of lands adjacent to such highways and parkways.

88C 4

*Long-term Development Program*

SPC required to develop and maintain a long-term development program of major state improvement projects. Various State agencies required to submit proposals for such projects to SPC prior to July 1st each year. SPC required to coordinate such plans and proposals with the general plan and submit them to the Director of the Budget prior to September 15 each year. Plans and proposals must also be included in SPC's annual report to Governor and General Assembly.

Art. Sec.

88C 5

*Maps, studies and surveys*

SPC authorized to prepare and make maps, planning studies and surveys for zoning, soil conditions, land use and classification, population distribution, schools, parks and playground development, port, harbor and waterway work, parkways, highways, traffic, transit, water supply, drainage and sewerage, long-range financial programs, real property inventories, tax maps, building and housing conditions, sub-division control and other subjects affecting health and welfare of the people of Maryland.

88C 6

*Inventory of Current Research*

SPC authorized for public information to compile and make available, at such times deemed desirable, an inventory of current research being conducted by State agencies on subjects relating to the work of any State agency. State agencies required to submit to SPC data on current research.

88C 7

*Funds which may be used*

SPC authorized to expend any funds coming into its hands for purposes of this Article and to also accept and expend any funds from the Federal Government or any agency thereof for such purposes.

STATE ROADS

89B 1

*State Roads Commission*

Governor authorized to appoint a three man Commission to serve at his pleasure and to designate one member as Chairman. One member each from Eastern Shore, Western Maryland and Baltimore City. Compensation to be provided in budget. Majority to constitute a quorum and Chairman to preside and perform such other duties as assigned by law or the Commission.



Art. Sec.

89B 3

*Annual Report*

Commission required to submit detailed annual report to Governor of official transactions.

89B 7

*Powers and duties*

Commission authorized to establish, construct, improve and maintain a State highway system in and through all counties.

STATE APPLE COMMISSION

97 72

*Maryland State Apple Commission*

Commission created within State Board of Agriculture consisting of seven members appointed by Governor to serve four year terms. Executive Committee of Maryland State Horticultural Society to submit list of nominees to Governor. Members to receive expenses and \$10 per diem from Apple Merchandising Fund.

97 73(b)

*Powers and duties*

Commission required to plan and conduct campaign of education, advertising, publicity, sales promotion and research for increasing the consumption of Maryland apples.

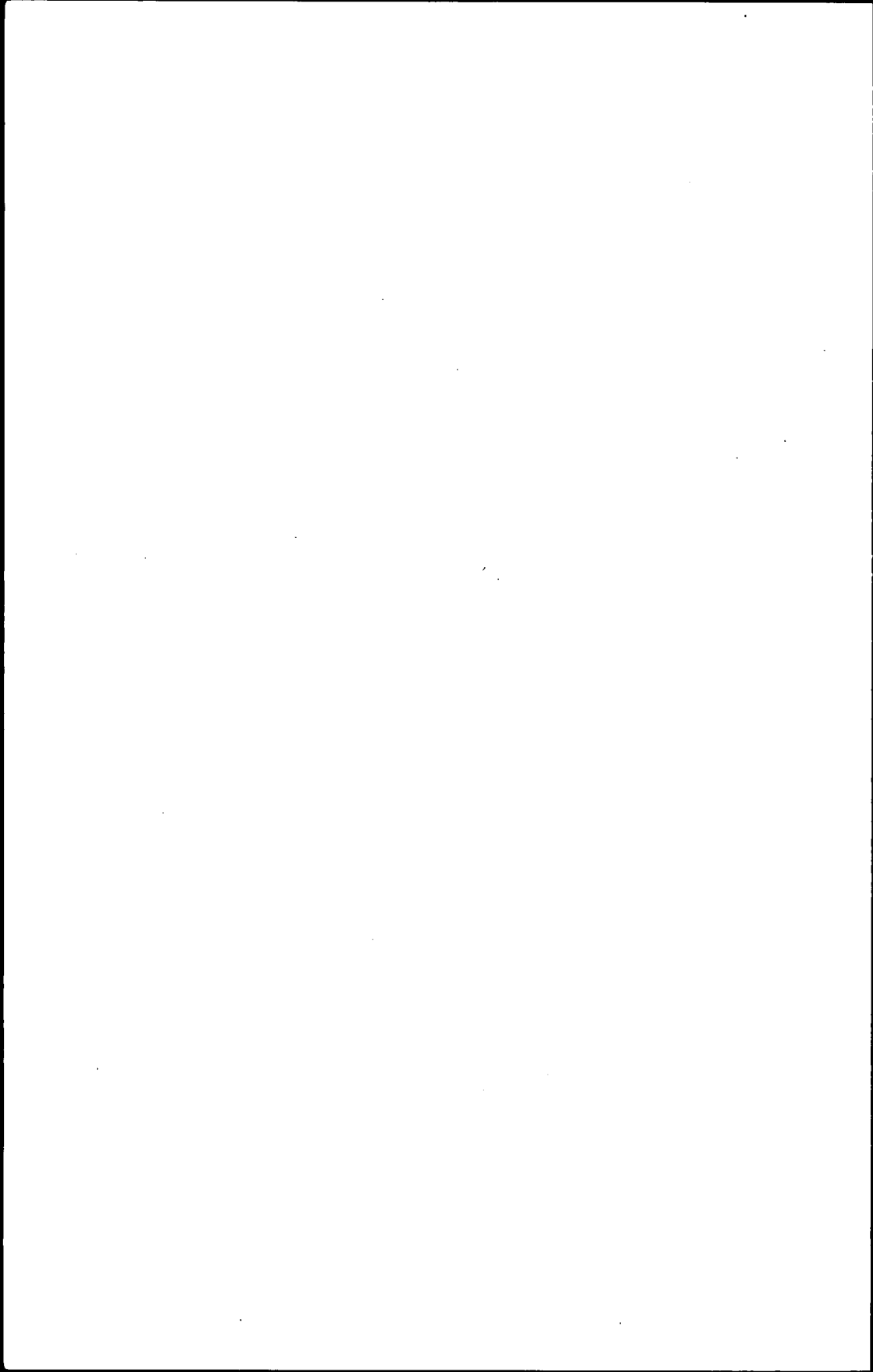
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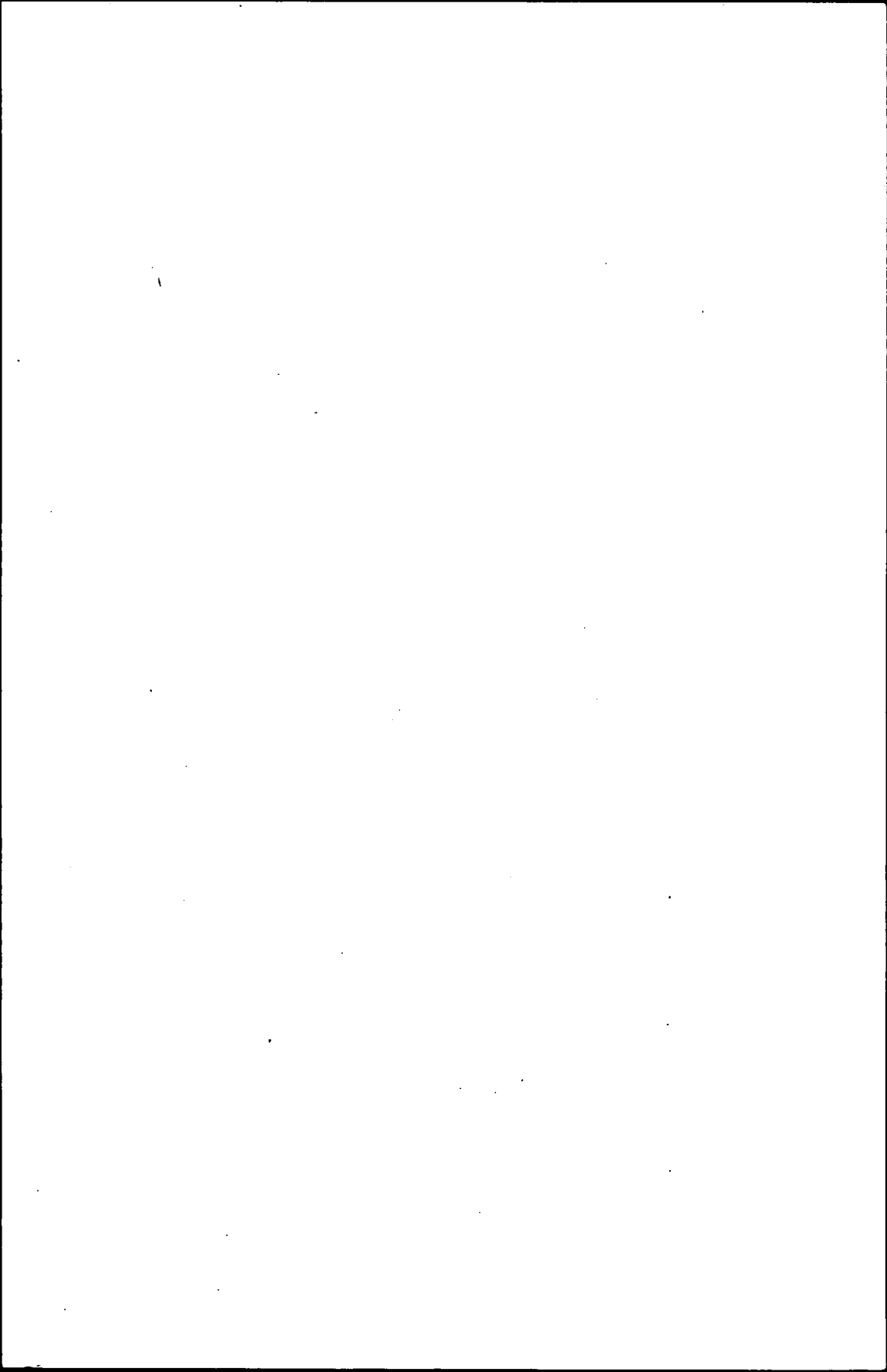
## STATE PLANNING COMMISSION

## STAFFING PATTERN AS OF JULY 1, 1956

No.	Position	Code	Salary	Remarks
<i>(General Planning Program)</i>				
1	Director .....	0320	\$12,000	Supervises programs and staff with exception of Medical Care Program.
1	Economist .....	0336	\$5588-6703	Recently hired and reported on June 11, 1956.
1	Research Analyst.....	0637	\$4265-5115	Recently hired.
1	Draftsman .....	0331	\$3320-3980	Prepares charts and picture portrayals for all programs.
1	Ass't. Librarian .....	0063	\$3320-3980	Maintains Commission library.
1	Adm. Ass't. ....	0010	\$3761-4511	Acts As Director's Secretary and supervises stenos and typists.
2	Senior Stenos. ....	0681	\$2564-3074	Takes dictation.
1	Junior Steno. ....	0471	\$2312-2772	Takes dictation.
<i>(Capital Improvement Program)</i>				
1	Capital Improvement Administrator .....	0979	\$8864-10634	Recently filled. Reviews capital requests of agencies and prepares C.I.P.
1	Senior Typist .....		\$2438-2923	Types copy.
<i>(Medical Care Program)</i>				
1	Medical Analyst .....	0975	\$6344-7609	Vacant. Position is being restudied to make it Director of Medical Studies. Reports directly to Committee on Medical Care.
1	Medical Steno. ....	0535	\$2942-3527	Vacant. Gave inadequate salary as reason for resignation.
13	Total authorized			
11	Total Strength			







PRESS OF  
THE DAILY RECORD COMPANY  
BALTIMORE, MD.



**COMMISSION ON  
STATE PROGRAMS, ORGANIZATION AND FINANCE**

1635 MATHIESON BUILDING  
BALTIMORE 2, MARYLAND

PHONE: LEXINGTON 9-2125

November 29, 1956

HONORABLE THEODORE R. MCKELDIN,  
Governor of Maryland  
State House  
Annapolis, Maryland

Sir:

We are transmitting herewith our report on "Improving State Planning in Maryland". Obviously, a Commission on State Programs, Organization and Finance would choose State planning as its first general subject of inquiry, because of its vital importance to the State in fixing and achieving long range goals. Planning cuts across and underlies all of the governmental process. The quality of the planning must determine largely the orderliness and success of State administration over the years.

Our report is aimed at giving the State a sound framework within which continuous planning can take place. It cannot, of course, do more than urge that the best personnel be selected and the highest quality planning be done within a framework which we believe augurs success. We have laid stress upon the kind of planning we envision and the relative responsibilities of operating agencies and the central planning agency.

Implementation of the report is an Executive and Legislative responsibility. We urge that you take immediate steps to carry out our recommendations. We plan to take up our recommendations with the Legislative Council of Maryland to acquaint it with the background and reasoning of our Commission in preparation for legislative action.

Both legislative and budgetary implementation are required. The legislation falls into three general categories:

1. Enactments designed to reorganize the office and personnel engaged in State planning, in accordance with the recommendations of this report.
2. Enactments designed to reorganize the State Planning Commission, as suggested by this report.
3. Minor legislation designed to coordinate the general State planning with departmental planning and with planning by the subdivisions.

Budget implementation will consist of a restaffing of the office of State planning and in financing the enlarged and improved work to be done.

While we feel that our work is to make the study and to submit conclusions and recommendations, we shall not only be happy to receive your comments, but to take any further steps that you may indicate to be desirable.

Respectfully submitted,

HON. E. DALE ADKINS, JR.  
SEN. CHARLES L. DOWNEY  
CHARLES S. GARLAND  
HERMAN L. GRUEHN  
HON. GILBERT GUDE  
SAMUEL M. HECHT  
GEORGE A. OURSLER  
MRS. DUANE L. PETERSON  
FURMAN L. TEMPLETON  
SEN. JOHN G. TURNBULL  
GERALD S. WISE  
JEROME ROBINSON, V. Ch.  
HARRY J. GREEN, *Chairman*

